REFINE PILOT INDUSTRY ORGANIZATIONAL RELOCATION PLAN GUIDANCE

FINAL REPORT

by

BE&C ENGINEERS INC.
A *BOEING* SUBSIDIARY

TECHNICAL SERVICES

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for

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Organizational relocation is an important part of the crisis relocation concept for civil defense. It involves evacuating from a threatened risk area the employees of the larger companies and institutions. Employees, together with their dependents, would move in controlled groups, be sheltered in pre-arranged host areas, and retain the particular organization's identity, chain of command, and--to the extent possible--its purpose.

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PREFACE

This document is the second iteration of Part V: Organizational Planning for Crisis Relocation. It is designed to be a basic planning guide for industrial establishments which have a role in Crisis Relocation Planning (CRP) and the larger aspects of Nuclear Civil Protection (NCP). Use of the guide should lead to the development of a plan referred to as an Organizational Relocation Plan (ORP) which will be coordinated with the general relocation planning undertaken in the CRP.

The terms used in this guide were intended to be commonly used planning words. Because the document deals with emergency planning and government procedures which may not be known to all industrial planners, a glossary of terms and an index are included in the back of the book.

It should be noted that any type of organization may use the guide, and modify it's guidance as they see fit. It is, however, primarily designed for industrial concerns which are large enough to have a formal planning function within the organizational structure.

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PART I EXECUTIVE SUMMARY AND RESEARCH ACCOMPLISHMENTS

BACKGROUND AND RESEARCH METHODOLOGY

As a result of previous work on the evaluation of organization relocation planning guidelines, Boeing was asked by FEMA to rewrite or refine the existing draft guidelines (Part V Guide for Crisis-Relocation Contingency Planning).

This refinement of the guidelines was undertaken under FEMA Contract EMW-C-0433. The contract called for extension and completion of research and development undertaken under the previous Contract (DCPA 01-79-C-0218) and the review of those guidelines with various levels of government, industry, and labor.

Specifically our contract involved five major tasks:

A. Revise existing guidelines

B. Develop guidelines for host area operations

C. Develop guidelines for host area restoration and evacuee return

D. Review the new guidelines with federal, state and local government

E. Review the ORP concept and the guidelines with industry and organized labor

The first three tasks (guideline revisions and additions) were accomplished concurrently. This allowed Boeing to exploit its contacts with outside agencies in the most efficient manner and permitted ample time for reviews with government, industry, and labor. These reviews went beyond content by exploring potential methods for proliferation of the ORP concept. The reviews broadened the data base and resulted in improved guideline quality.

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This review should also facilitate acceptance by local government, industry and labor.

The methodology used to accomplish revisions to existing guidelines involved the inclusion of changes recommended in our ORP final report, the consideration of comments received from reviewing agencies, and a continuity review to reorder the guidelines. This reordering was designed to fit the guidelines to a logical sequence of planning steps necessary for development of an ORP by an organizational planner.

Guidelines for host area operations were developed based on data gathered through coordination with host and risk area officials during the desk-top study which expanded the ORP to include host area operations, and during two follow-up meetings. A cooperative, direct approach proved to be the most productive method for developing mutually beneficial organization activities. Host area officials responded in a positive manner and expressed satisfaction with meeting results.

Guidelines for host area restoration and evacuee return were developed through conduct of a study with host and risk area officials to establish restoration activity and responsibility and the sequence and scheduling of evacuee departure. This study included consideration of the accounting steps necessary to terminate reception and care services and to restore quarters and grounds to original configuration and condition.

Review of the new guidelines with government, business and labor was largely a coordination task. The approach taken in this coordination effort was a series of telephone calls, letters, and meetings. The organizations involved in the review cycle were:

Government

Chelan County (Host Area)

King County (Risk Area)

State of Washington

FEMA Region X

FEMA Headquarters

Labor

Industrial Association of Machinists (IAM)

Seattle Professional Engineering Employees Association (SPEEA)

King County Labor Council

Business

American Society for Industrial Security (ASIS)

National Defense Transportation Association (NDTA)

OBSERVATIONS

o   Work on this project has continued to strengthen and reinforce the advantages of organization relocation as an effective tool not only for the movement of people, but also for maintenance of an industrial capability during and after a period of crisis.

o   Boeing's review with state and local government officials, labor leaders, and industrial representatives clearly indicates that a successful CRP program must include ORP as a major component. This must be done to exploit fully the ability of an organization to care for itself and its employees.   Local government must have this type of assistance to cope with the many activities and concerns involved in the management of local and relocated populations in crisis conditions.

o   Work needs to be done on two levels within the CRP/ORP area: first, certain issues (i.e. communication and coordination procedures, and essential industry criteria) need development or refinement, and second, development of an "enhanced" CRP system which would begin to draw together existing CRP and ORP planning elements and allow for the active research and testing of the system.

SUMMARY STATEMENTS

The organization relocation planning guidelines, as presented in this document, were designed to be a basic planning guide for industrial establishments which have a role in Crisis Relocation Planning (CRP).   They are an expansion of, and a refinement to, previous draft work found in Guide for Crisis Relocation Contingency Part V: Organizational Planning for Crisis Relocation (CPG-2-8-E) 1976 and Organizational Relocation (RS2-8-32) 1979. The guidelines should provide a framework which would allow for the development of an organization relocation plan (ORP) which will be coordinated with the general relocation planning undertaken in the CRP.

The guidelines contain instruction and suggestions for the formation of an organizational emergency planning committee as well as guidance on planning for evacuation, host and risk area operational activities, restoration of the host area,

and return to the risk area. In addition to these instructions the guidelines contain suggestions on the preparation of an Employee Information Plan (both in terms of graphics and content) as well as an example of a possible time-phased event-action checklist for plan preparation and implementation.

Because the document deals with emergency planning and government procedures which may not be known to all organizational planners, a checklist of planning actions, a glossary of terms and an index are included in the back of the book. ·

Any type or size organization may use the guide, and modify its guidance as they see fit. It is, however, primarily designed for industrial concerns which are large enough to have a formal planning function within the organizational structure.

PART II   REVISED ORP GUIDELINES

1.0   INTRODUCTION

1.1   BACKGROUND ON EMERGENCY PLANNING

Emergency planning is an activity of vital concern to the industrial organization. The most common evidence of such planning is the insurance coverage through which almost all commercial enterprises protect themselves from loss. In addition it is common practice to employ fire, security and safety experts to oversee company operations.   These are all planned actions undertaken to prevent or mitigate unexpected losses and they are commonplace in the industrial community.

Planning for civil defense should be viewed in the same context. The primary goal is the preservation of the work force and protection of corporate facilities.

Professor Samuel P. Huntington, Director of the Harvard Center for International Affairs, illustrated this point when he testified in support of an enhanced emergency planning program which included a greatly strengthened civil defense component:

> "The chances of nuclear catastrophe are low, but they are far higher than the chances that anyone of us will be in an airplane accident, aboard a ship that founders, or in a school, factory, or office that is destroyed by fire. Yet we insist on emergency exits on our planes, lifeboats on our ships, and firestairs in our

buildings. *All these are simply designed to increase surviv-*

ability in the event of disaster. So, too, is civil defense."[1]

It is important to see civil defense as a part of a total emergency planning effort which is dedicated to the saving and preservation of life and property. There are a number of features involved in civil defense relocation planning *that are equally useful* when applied to the management of natural or man made disasters.

All state governors have the authority under various state laws to direct emergency activities in a crisis situation. These activities may include the evacuation of threatened areas. We have all seen or read of natural and man-made crises such as hurricanes, floods, earthquakes, chemical and nuclear spills or tornados and the evacuation and disaster control activities which go on before, during, and after the catastrophe. A *potential nuclear confrontation* can be considered a "worst case" situation bringing into play a massive number of action and resource demands on a national scale.

The goal of civil defense as reflected under the current efforts of Nuclear Civil Protection (NCP) planning is the survival of the greatest number of people in the event of nuclear attack. This major FEMA program is directed toward providing decision-making officials with two basic options:

1/ Senate Committee on Banking, Housing, and Urban Affairs, Hearings, Civil Defense, 95th Congress, 2d Session (1979)1.2 Groundrules on Responsibility and Liability

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1. Protecting people essentially in-place, at or near their places of residence.

2. The orderly relocation of people, in time of international crisis, from areas of potentially high risk from the direct effects of nuclear weapons to low risk host areas -- and their reception, care, and protection in the host areas.

The first option in the current program, in-place protection, calls for the protection of people at or near their places of residence or work. This tactic is designed primarily to respond to a short or no-notice attack by making use of the blast, heat, and fallout protection available in existing buildings. The key concern of this option is to provide the best available protection convenient to the in-place population.

The second option of the current program, crisis relocation, takes an entirely different approach to providing the population protection from an enemy nuclear attack. It focuses on the orderly relocation of the population of threatened areas. During an international crisis, people would be relocated from high risk areas to low risk areas.

These two options complement each other. Relocation would probably be the first-choice option because it provides superior protection in terms of distance from the area expected to experience the direct effects of nuclear weapons. However, available time and other hindrances might preclude the timely relocation of threatened populations. In such situations, the in-place protection option would complement the relocation effort by providing the best available protection.

Organizational relocation is nothing more than current crisis relocation with an emphasis on the relocation of people in larger organized groups rather than as smaller individual family groups. Such larger groups would include firms and government agencies whose continued function is necessary to the survival of the population in a nuclear crisis. Also included would be large organizations not essential to population survival but whose relocation as organizations would provide host areas with groups having the capability to reduce the host area burden of staffing and managing reception and care activities.

1.2 GROUND RULES ON RESPONSIBILITY AND LIABILITY

There can be no doubt that an organizational evacuation directed by government would result in extraordinary expense to the individual, to industry, and to local and state government agencies. The question becomes: (1) who will pay for these expenses; and (2) what economic mechanisms can be employed to support crisis relocation while maintaining the basic national economy?

State and local-level CRP and ORP planning should be conducted with the assumption that Congress will provide some form of financial assistance to state and local government to offset the costs of services supporting the emergency plan implementation. In an emergency situation, the federal government, in concert with state and local governments, could be expected to assist individual economic units (e.g., individual citizens and private sector business) to allow continued economic functioning both during and after the crisis.

The government has a number of existing mechanisms for supporting those adversely affected by disaster. Direct and indirect financial assistance during and after an emergency can be provided by such means as unemployment benefits, grants, low-interest loans, and contract or tax preference. Economic assistance associated with crisis relocation ordered during a potential nuclear confrontation is many times greater than that necessary for a regional emergency situation. This magnitude makes clear the need for government economic aid.

For a period of a week or two, these problems may not be severe. The provision of housing and other essentials, including food and medical care, is likely to be at the expense of the government for relocated families and many host-area families as well. If the crisis is peacefully resolved, provisions will undoubtedly be made to compensate individuals for losses created by the relocation, and to provide government credit to businesses whose losses have placed their continued existence in jeopardy. While the details of such arrangements have not been defined, it can be assumed that no one will be denied the necessities of life through inability to pay and that the continuity of businesses and other institutions will be protected.

1.3   PLANNING ASSUMPTIONS

This section identifies the assumptions used as a basis for developing Organizational Relocation Plans.

Since crisis relocation and organizational relocation are relatively new and evolving concepts, some policies are still in the formative stage. In addition, ongoing research is examining many of the complex issues to provide more definitive answers to questions such as economic stabilization during crisis

relocation and the problems of returning to normalcy at the end of the crisis. The following planning assumptions are intended, along with the guidelines, to provide the current basis for planning. These assumptions will be updated periodically as concepts are refined and additional policy developed.

1.3.1 Implementing Crisis Relocation

An initial question posed by planners is how the decision to implement crisis relocation will be initiated. Nationwide crisis relocation can be requested only by the President and would be concurrent with a declaration of a national emergency.

The President will request that the governors of each state initiate operations for relocating population from risk areas and will urge the people to comply with the instructions of their governors and other constituted state and local officials. The governors will be responsible for statewide implementation of plans to relocate the population. Local governments in both risk and host areas will continue to be responsible for, and to exercise control of, law enforcement, health, welfare, and other essential services within its jurisdictions. It is during this time that those organizations that have ORP's will prepare to implement them.

1.3.2 Conditions Leading to Crisis Relocation

Because of the far-reaching effect of crisis relocation on the nation and its people, it can be assumed that relocation will be initiated only under the gravest international circumstances wherein a nuclear attack upon the United States is deemed to be probable. It is likely that evacuation of enemy cities could result in such an assessment. Under such circumstances a counter evacuation in the United States could provide additional time to resolve the crisis by peaceful means.

1.3.3   Movement Time and Relocation Duration

Nationwide crisis relocation will involve the evacuation of as many as 135 million people from up to 400 risk areas. Some portion of the risk population, estimated at between 10 and 20 percent, can be expected to leave risk areas in advance of nationally directed crisis relocation. These "spontaneous evacuees" may include families whose members do not have "key worker" or emergency responsibilities, those who have a vacation home or relatives in mind as a destination, and others who feel endangered by remaining in risk areas as the crisis intensifies. These spontaneous evacuees will be subject to the same rules and regulations in host areas as later-arriving evacuees, should crisis relocation be directed. Once relocation of the risk area population has been directed, a primary objective will be to complete the movement from risk areas within 72 hours. Sometime during this period an organization should be given a specific time to begin its organization relocation.

The minimum duration of the relocation period is expected to be seven days. The maximum duration of relocation will probably be about two weeks, but the possibility of a longer relocation period lasting several weeks cannot be discounted.

The relocation period may be terminated by a peaceful resolution of the crisis. Should the crisis be peacefully resolved, evacuees will be asked to return to their homes in risk areas. Should the crisis escalate to nuclear attack, plans for emergency operations will be placed in effect. After the in-shelter period, actions will be taken for continued survival, followed by actions for recovery and eventual return to normal conditions.

1.3.4 Use of Existing Plans and Systems

Plans for providing essential services and resources (e.g., food, fuel, transportation) during the relocation period will consider existing distribution systems to the maximum extent possible, rather than creating new standby resource distribution organizations. The continued functioning of existing commercial systems, with their operations modified to meet the needs of a relocated population, is fundamental to the success of relocating and maintaining the risk area population during a period of intense crisis. Accordingly, a primary thrust of governmental actions at all levels will be to facilitate and support the continued functioning of such existing systems throughout the emergency period. Organizations may play an essential part in this aspect of host area planning.

1.3.5 Housing for Evacuees

Emergency Planning Information (EPI) materials distributed to host area residents will encourage the voluntary sharing of residences for congregate care shelter purposes. It is not the intent of CRP, however, to use the homes of host area residents to house or provide fallout protection for evacuees from the risk area. Plans will be made to use public type facilities (schools, churches, etc.) for such purposes.

1.3.6 Economic Aspects of Crisis Relocation

From the outset of CRP, it has been recognized that the movement, housing, and feeding of a large segment of the nation's population would create a serious disruption of the national economic system. Analysis of the economic aspects of crisis relocation has been the subject of a number of studies.

For the time being however, ORP planning should be conducted with the assumption that the federal government will provide some form of financial assistance to state and local government to offset the costs of crisis relocation.

The methods employed for economic control will differ depending on the outcome of the crisis situation. For example, in the event of a peaceful solution, the most desirable control measures would be those that did not disrupt peacetime methods of performing essential activities (using established distribution systems, check clearing, payroll, etc.). In the event of a nuclear attack, measures would stress host area self-sufficiency and might include direct controls over price and wages together with rationing of essential goods. Federal and state plans for postattack management of resources provide for these actions.

While many persons will continue to perform their normal essential jobs during a period of crisis relocation and others will work at emergency tasks, many employed persons will find themselves on forced leave and without their usual source of income. Similarly, many businesses and industries, both in risk and host areas, will not be able to continue to operate. Normal bank routines and delivery of the mails will be curtailed.

1.3.7 Return of Relocated Population

Return of the relocated population to their homes following the crisis will occur at the direction of the state governors, generally at the request of the President. Crisis relocation plans will provide for control of the return and other measures deemed necessary for orderly reoccupation of risk areas and resumption of pre-crisis activities.

2.0 DATA COLLECTION PROCESS

2.1 IDENTIFICATION OF GOVERNMENT FOCAL POINT

Organizational relocation planning is a cooperative multi-jurisdictional process requiring joint action by participating organizations and applicable risk and host area authorities. On matters involving planning and operational relationships with the host area, as well as on matters relating to plans and operations within the risk area, coordination would be initiated and sustained through the emergency planning activities.

The planning process will begin with a briefing on crisis relocation planning and organizational relocation planning presented to your company by the local emergency planning coordinator. Usually this person will be from the state emergency planning office because it is charged with the responsibility for coordinating the overall planning efforts (both host and risk areas) on a state-wide basis. In some cases, however, the regional offices of FEMA may act as the lead in emergency planning. This will be particularly true in those areas where CRP and ORP will involve negotiation between host and risk areas on an interstate basis.

In any event, the local emergency planning coordinator will be the lead in the planning process as it relates to local governmental roles. As such, the coordinator will be your focal or contact point for any questions or concerns you may have both during the planning process and during the long term maintenance aspects of the ORP.

2.2 RECEIVING THE CRP/ORP PLANNING MATERIAL

This section will outline the general planning process used by planning teams throughout the country based on guidance and training provided by the Federal Emergency Management Agency. Each planning team had to adapt this planning process to the particular needs of the risk area and organizations within it. The details of planning in very large risk areas, for example, differ considerably from that appropriate to relatively small risk areas. Hence, the exact nature of the planning materials provided to you may vary in some respects from those decribed here. If, after reading this document and inspecting the materials provided, you feel that they are inadequate or ambiguous, please contact the local emergency preparedness organization that provided them. Assistance and advice will be readily available to you.

The first item you will be asked to prepare (after your company elects to participate) will be a summary plan for organization relocation in the context of the CRP for your risk area. This summary or contingency plan provides for an early identification of organizational units. It also provides an estimated number of organizational evacuees. This will be taken into account by the nuclear civil protection (NCP) planner in the allocation of evacuees to host county areas. The summary plan, in effect, would become the first-stage organizational planning component and a primary tool of the NCP planner whose job it is to coordinate this data with appropriate host areas.

The summary plan for organizational relocation will include the following items:

1. A title page or cover sheet listing (a) the name and address of the organization (at one location or address) covered by the summary plan, (b) the

official or office responsible for emergency planning and for providing information, and (c) emergency contact information and emergency telephone numbers.

2. An Organizational Assignment Form. This is the minimum essential document in organizational relocation planning. Copies (prepared by the NCP planner) are included in the organization's plan, the risk area plan, and the host area plan. This form would include data on:

o Organization - The organization's name and risk area address; responsible official; numbers of employees and dependents; functions to be performed by the organization's evacuees.

o Host jurisdiction - The specific reception and care jurisdiction wherein the organization's evacuees will be cared for.

o Relocation headquarters - Host county address where the organization's evacuees will initially report.

o Congregate lodging - The name(s) and address(es) of the building(s) assigned for congregate lodging of the evacuees covered by the Assignment Form, the capacity of each building, and the number of the organization's evacuees assigned to each building.

o Fallout shelter - The building(s) or facilities to be used by the evacuees covered by the Assignment Form, the number of shelter spaces in each building or facility, and the number of the organization's evacuees

assigned. This facility may be different from congregate lodging depending on host population sheltering requirements.

o   Congregate feeding - The building(s) or facilities to which the evacuees covered by the Assignment Form are assigned for their meals, and the number of organizational evacuees assigned to each.

3.   A concise statement explaining the purpose of the summary or contingency plan. It should tell what actions all employees and their immediate family members should take in response to an official request for the organization to relocate. It will also set out procedures on how the employees will be notified and what employees are covered by the plan.

4.   A risk area map showing the risk area boundaries, assigned exit routes, principal alternative exit routes, and location of the organization's facilities.

5.   A host area map showing the location of the organization's assigned host jurisdiction(s) in relation to the risk area, the relocation headquarters, and the major transportation routes from the risk area.

2.3   ESTABLISHMENT OF THE COMPANY PLANNING COMMITTEE

The first step, to assure that all planning is effected on a coordinated company-wide basis, is to establish an emergency planning committee. This committee should be charged with overall planning to achieve an optimum degree of

uniformity, practicality and effectiveness, and also to coordinate the organizational planning with community crisis relocation planning in both the risk and host areas.

The size of the committee and its composition will depend on the size of the company and its organizational structure. In addition to staffing the emergency planning committee with representatives of appropriate company organizations, the company may wish to establish subcommittees for various operating locations. It is important that the representation on the committee reflect the overall make-up of the workforce. Therefore, in most companies a representative from the principal union or unions should be asked to serve on the committee.

The recommended procedure for establishment of the committee would be for the chief executive officer (CEO) to direct its creation. The CEO should then assign representation from among the departments or divisions within the company and designate a committee chairman. The chairman of the emergency planning committee will, in most cases, report directly to the CEO in this assignment.

This reporting structure conveys the importance of the planning effort. It allows a clear reporting line to the principal decision-makers in the company and it provides a logical focal point for any questions or communication from both within the company and without.

2.4   PREPARATION AND TAKING OF THE EMPLOYEE SURVEY

One of the key internal data collection actions that your company will undertake is the employee survey. The information gathered should cover the employee's

dependents, and their availability to participate in an organization relocation movement. In addition the survey should find out something about the transportation resources, medical needs and other skills which an employee may possess.

The questionnaire has been designed to meet the general planning needs of most medium and large scale businesses or industries. FEMA has cleared any legal questions which might be encountered under federal law. You may wish to modify these formats to suit the circumstances of your particular organization. If your company is made up of less than 100 employees and has been asked to prepare an ORP, you may wish to interview your employees directly and not submit or mail the questionnaire to them. As a medium or large organization you may choose to survey the entire list of employees or a random sample of same. The sample format which follows is designed to allow you to make organization wide projections. Whichever way you go, you should review the alternatives with your personnel managers and union representatives so that there is clear agreement on the most effective approach for your organization.

The example which is illustrated on the following pages was developed and tested on a facility housing over 6000 employees. The survey was designed to allow for a 10% sampling of workers in manufacturing, general office, professional, and managerial classifications. The survey will provide the planner a 95% confidence level if a 50% response is achieved.

The format of the sample was also designed for ease of key-punching so that the results could be programmed on any computer. A Standard Statistical Package for the Social Sciences (SPSS) program was used to analyze the data. This analysis facilitated the construction of a typical worker profile and allowed the making of

company-wide projections. The SPSS program is available for most computers and is relatively economical to operate.

In addition to the construction of the survey, the timing of the questionnaire release has much significance. In order to get maximum exposure the question-naire should be scheduled for release in conjunction with the organization news-paper or newsletter which would carry a brief article on the ORP or a discussion of the planning activities. Before the article, a management flier should be sent to all personnel explaining the ORP concept and the upcoming questionnaire.

In addition to the newspaper article and the flier, a cover letter to the survey sample stressing the fact that it is to be used for statistical purposes only, may be added. The completed questionnaire can then be put in company-provided self-addressed envelopes and mailed through the company mail system or left at a central pick-up point.

2.5 COLLECTION OF DATA ON COMPANY OPERATIONS

In a large organization the ORP planner will need input from the various elements that make up the organization. This can best be accomplished by individually briefing the executives involved and requesting the designation of a representative to act as a focal point in responding to data requests. When representatives are designated, a meeting should be arranged to brief them on ORP and the role they will be expected to play in ORP development.

The data needed fall in two general categories, functional and population.

ORGANIZATIONAL RELOCATION PLAN SURVEY

Boeing is currently involved in developing a prototype or model Organizational Relocation Plan (ORP) for the personnel of the Kent Space Center. You may think, "What is an Organizational Relocation Plan?" ...We'll explain.

In the event of an international crisis or a national, state, or local emergency, authorities might direct the relocation of people from areas of danger or "risk areas" to areas of safety, "host areas". In some instances relocation would take place over a period of a few days. In an ORP, employees and their familes would relocate together. They will be lodged as a family in the host area.

Some employees involved in essential work would commute from the host area to work and return. The ORP will be developed to account for employees and dependents, provide for their transportation, lodge and feed them in the host area, and develop a plan to protect those who will commute to maintain risk area operations.

Please help us develop this plan by completing this questionnaire, placing it in the self-addressed envelope, and returning it by March 21st.

Examine the map and see where you live in relationship to the risk area boundaries.

1. Do you live in King, Kitsap, Pierce or Snohomish County?

NO ☐ 7-2   YES ☐ 7-1

If no, complete question 2   If yes, please continue
and return the questionnaire   with questionnaire.
without answering the
remaining questions.

2. Write your zip code in the box to the right.   ☐☐☐☐☐
                                                   8-12

PUGET SOUND RISK AREA

LEGEND

5	INTERSTATE HIGHWAY
2	UNITED STATES HIGHWAY
18	WASH. STATE HIGHWAY
◯	MOUNTAIN RANGES
▪️▪️▪️	PUGET SOUND RISK AREA BOUNDARY

3. Is any other person in *your* household an employee or
member of one of the following? (*If more than one,*
check all that apply.)

       a. The Armed Services or Reserve & National Guard orgns.   ☐ 13
       b. A Federal Agency   ☐ 14
       c. A State Agency   ☐ 15
       d. Local government, except public schools   ☐ 16
       e. Another industrial plant or complex   ☐ 17
       f. A transportation company (bus, truck, or rail)   ☐ 18
       g. A public utility (electric, gas, water, sewer)   ☐ 19
       h. A radio or TV station, newspaper or telephone company   ☐ 20
       i. A wholesale trade firm   ☐ 21
       j. A reserve or volunteer emergency service organization   ☐ 22

The Boeing Company is developing a relocation plan which could include
your household. If a relocation is directed, would you and your family
relocate with an organization other than Boeing?

     Yes ☐ 23-1   No ☐ 23-2

If yes, please return the   Please go to question 4.
questionnaire; there is no
need to answer any further
questions.

4. How many persons live in your household, including yourself? _____
                                                                            24-25

5. How many motor vehicles (such as automobiles, trucks, etc., but not
including motorcycles) do you and members of your household have
which could be used for relocation? _____
                                                                 26

6. Assuming that one trip would be made to the host area, would these
vehicles provide your household with sufficient transportation for
relocation (including one suitcase per person)?

     Yes ☐ 27-1   No ☐ 27-2

If yes, what would be the   If no, how many people in
minimum number of these   your household could you
vehicles you would need ___   provide transportation for? ___
for relocation?   29   29-30

If you have room available, how many employees
and their family members would you be willing to take? _____
                                                                31-32

7. How many drivers are in your household? _____
                                            33

8. Do any members of your household require special support
   in terms of Medical needs ....

   Yes [ ] 35-1   No [ ] 35-2

   Dietary needs.....

   Yes [ ] 36-1   No [ ] 36-2

9. Do you, or any member of your household have any special
   skills that might be called on in an emergency?
   Please check....

   Medical   [ ] 37

   Equipment Operation [ ] 38

   Counselling   [ ] 39

   Other Skills-please list _____
                                             40-41

10. If there are any problems which you or your household would
    encounter during relocation which have not been identified
    in this questionnaire, please describe them briefly.
                                                          _____
                                                           42-43
    _____
    _____
    _____
    _____
    _____
    _____

11. Do you have any further comments concerning the questionnaire
    or relocation?
                                                          _____
                                                           44-45
    _____
    _____
    _____

12. An exercise to test the relocation plan may be held in the future.
    If you and your household would be interested in participating,
    please return the enclosed card by mail.
                                                          _____
                                                           46-47

                                          THANK YOU.

2.5.1 Functional

The designated representatives will determine what company operations must be maintained in the risk area. Those operations which are critical from a cost or safety standpoint may require skeleton crews to commute daily from a close-in host area. These key workers must be identified and made known to the ORP planner.

If the organization plans to continue some portion of its activity in the host area, this information along with a list of local support requirements must also be developed.

Equipment and facilities maintenance required before employee relocation, shut-down procedures, and mothballing requirements must be identified and included in the plan.

Provisions for safeguarding classified materials and critical company records must also be a part of the planning activity.

A list of company resources which can be used to support relocation must be developed for use by the ORP planner and by local government.

2.5.2 Population

Existing records and employee survey results will be used to identify the number of employees and dependents to be relocated, location of residence, transportation needs, resources, special skills, and special personnel needs. They will also identify

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the number of people living outside the risk area and those families that will relocate with another organization.

2.6 DETERMINATION OF RESPONSIBILITY WITHIN THE COMPANY

The process of identifying the sub-organizations or individuals responsible for executing the relocation plan is basic to plan development. In most organizations the task of assigning these responsibilities would be a function of organization management based on the recommendations of the emergency planning committee (Section 2.3). In the smaller organization these determinations and assignments will involve fewer people and may be handled on a personal and direct manner with a minimum of formal direction. In the larger organization the process becomes more complex and requires a series of steps to establish assignment responsibility and to provide direction for accomplishment of these assignments.

As a recommended first step the organization planner should prepare a policy statement (for management approval) which establishes ORP as company policy and which directs lower levels of management to prepare implementing procedures to comply with the policy. This second tier of management is represented on the emergency planning committee and, in most cases, responsibility assignments will be made through the joint efforts of the committee and management. Responsibilities should be placed with those sub-organizations best qualified for the actions assigned.

When assignments are completed and approved the assignees will develop and distribute implementing procedures to execute the relocation plan. The plan should provide for orientation of key individuals as an aid to procedure development.

2.7 CONTACT WITH HOST AREA GOVERNMENT AND FACILITY REVIEW

Direct contact with host area government is recommended only for large organizations and only after coordinating with the NCP planner. The NCP planner can provide guidance for specific cases. In general, the organization with fewer than 500 employees can use the NCP planner in lieu of contact with the host area.

The purpose in making direct contact with the host area is to coordinate the assignment of shelter space, living quarters, and food preparation facilities for your organization. These data are used in preparation of the ORP and in the employee information packet described in Section 6 of this document. Having specific information regarding the buildings to be occupied and the location and condition of these facilities will provide the organizational planner with a more comprehensive picture of manpower requirements for sustaining the organization during the evacuation period. Guidance for manpower utilization is included in Section 3.6 and 3.7. Your contact with the host area should include discussion of the subjects in these sections as well as the review of facilities assigned by the host area.

Using organization size as the criterion for determining the need for direct contact with host area officials is not an answer that will fit all cases. It is necessary however, to use some method to limit the number of organizations requiring the personal attention of host area emergency service agencies. Questions regarding this issue should be addressed to the NCP planner.

If an organization elects to use the NCP planner for facility assignments they must provide the same data that would be required in a direct host area contact. These

data include the number of employees and dependents involved, a summary of employee skills, identification of requirements for risk area workers who will commute, and other special conditions that may be unique to the organization.

The NCP planner will determine facility requirements, negotiate assignments, and feed this information back to the organization.

3.0 PLAN PREPARATION PROCESS

3.1 PREPARATION OF INTRODUCTION AND PURPOSE AND POLICY SEC-TIONS OF PLAN

Except for the parts of the organization relocation plan (ORP) that may involve special consideration, the planning process outlined herein should be sufficient to permit the preparation of your organization's relocation plan. There is no set format for an ORP. A good rule is to keep it simple, thereby making it more likely to be read and understood. Most officers and employees can't be expected to give as much thought to the plan as the emergency planning committee will give, until events suddenly make it important. Then, everyone will need to assimilate (and in some cases complete) the details of the plan in a relatively short period of time. Keeping it simple will help. On the other hand, it must be complete if it is to work.

If your organization is an industrial concern with formal plans for other emergencies, it would appear logical to prepare your relocation plan in the same form as your other emergency plans. If having an emergency plan, and an emergency planning committee, are new to your organization, the suggestions in the remainder of this section are applicable.

Leaving details such as lists of people, equipment, and supplies out of the main plan, and putting them in as operational attachments to the plan makes the plan itself easier to update. This permits the plan to be concise, comprehensive, and clear without getting bogged down with detail. Clarity is also enhanced by organizing the plan into relatively few sections.

3.1.1 Plan Introduction

The first section of the plan should be a general introduction concerning the whole question of emergency planning and organizational relocation as an important survival tool. This section may be fairly standard for most companies but it should help to explain why the company is participating in the planning process.

3.1.2 Plan Purpose

The second section of the plan, which can be quite brief, should state the purpose of the plan and the conditions under which it would be implemented. A statement of company policy in connection with the purpose might be included. The statement might say simply that it is the policy of the organization to cooperate with the government concerning plans for crisis relocation and accordingly to arrange for the possible relocation of its employees and their dependents. Since some of the actions contemplated in the plan will need to be carried out before any mobilization alert or formal relocation announcement, this section should specify who has the authority to cause these actions to take place. Usually, this will be the CEO or president of the organization. To assure timely action when the ranking official is unavailable, appropriate delegation of this authority should be made. Position titles are to be preferred to the names of individuals. Finally, it is usually desirable for this second section to tell who is responsible for maintaining the plan and coordinating the actions under the plan. This will in most circumstances be the emergency planning committee chairman. The title of this second section might be "Purpose and Policy" or something similar.

3.2 PREPARATION OF GENERAL PLAN OR PLAN OF ACTION SECTION OF PLAN

The third section should go directly to the substance of the plan. The format for this section could be a series of numbered paragraphs, each covering an element or area of responsibility within the plan. The title of the section might be "General Plan" or "Plan of Action" or something similar.

3.2.1 Where

The first element in this section should explain the "where" part of the crisis relocation-- "This organization is located in an area that may be subject to the relocation of the population in the event of an international crisis. If a crisis relocation is directed, this organization, its employees, and their dependents will relocate to (address of the assigned relocation headquarters)". The paragraph should refer to an attachment detailing the location and nature of the relocation headquarters.

3.2.2 Who

The next paragraph should address the "who" of the plan, because not all employees will be involved in the relocation. Only those employees residing in the risk area are to relocate. This necessitates the inclusion of a map showing the boundaries of the risk area. It may also be necessary to indicate the number of the organization's employees who live outside the risk area and to state that these employees are expected to cooperate with their local authorities. This information can be drawn from the planning data previously gathered anu analyzed.

Another element of this section concerns multiple worker households wherein another member may receive direction to relocate with his or her organization. Again, it is important to know the magnitude of this problem and to be in a position to resolve these conflicts with the affected employees in the preparatory stages of a crisis. This paragraph would be an appropriate place to state that it is intended that families relocate together.

3.2.3   How

The next consideration is the "how" of the relocation. In most cases, this will involve the use of private automobiles by the employees and their dependents. The general plan for transport of those employees and their dependents who do not have automobiles, should be spelled out. If ride sharing is part of the plan, the manner in which neighboring employees can be brought together for this purpose should be indicated. Again, planning data on about how many will need transportation and where they will obtain it should be included. If company transportation will be provided for any employees and their household, this information should also be included. Any details should be relegated to an attachment.

Part of the "how" information of critical importance to the plan and its credibility is how the organization's people are to be housed and fed at the relocation headquarters. One paragraph should summarize very briefly the reception and care situation. The role of the advance party (See Section 3.3) in reception and care should be outlined as part of the "how" information. The makeup of the party, and its duties, should be in an attachment.

3.2.4   When

The final element of the plan to be covered in this section is the "when" of the relocation. This should be a schedule of the sequence of actions when relocation takes place. When the advance party is to leave should be indicated and when the rest of the organization is to relocate should be explained for both those in private vehicles and those using other means of transportation.

3.2.5   Assignment of Responsibilities

Having outlined the general plan for crisis relocation, a logical next section in the relocation plan is the assignment of responsibilities. Who will lead the advance party and see to its readiness? Who will talk to the employees about relocation arrangements? Who will be responsible for transportation? Who will prepare and distribute employee information? Windshield identifications? Bus schedules? The assignment of responsibilities for everything outlined in the general plan, including how the various activities will be monitored and coordinated, should be included in the plan. Then those assigned responsibilities can consider how they would carry out the assignments, what they would need, and how long it would take them to implement their plans in a crisis.

If your organization is of substantial size and if the preparations for organizational relocation appear to require a considerable amount of effort, you may find it useful to develop a checklist of the various actions to be taken. A time-phased action checklist can be useful, both as a reminder tool during an actual crisis and as a planning tool earlier to assure that everything necessary has been considered in the planning. Typically, a time-phased checklist is built on a series of key events that are likely to occur in a certain order. The public announcement of relocation is an obvious event; so is the mobilization advice received earlier that causes the

advance party to depart. Before that, key events may be derived from imagined progress of preparations or from likely outside influences, including the news stories on the crisis. The sample which follows reflects what actions may be initiated by a key event, such as contact by local authorities or a decision by your organization's executive that preparing for implementation would be the most prudent course. In your plan, the checklist can be an attachment referred to in the final section on responsibilities.

Example

EVENT-ACTION CHECKLIST

Sequence	Key Event	Action (response to event)	By
1	News reports growing US-USSR tension	Employees without personal transportation to host area call Personnel.	Personnel Department
		EPC reviews and updates ORP	Emergency Planning Committee (EPC)
2	Responses to 1 above, received	Arrange ride-sharing; designate bus pickup points, schedules	Transportation Department
3	Local civil defense authorities suggest "get ready"	Notify company president; review & update advance party list; prepare contingency instructions;	Chairman, EPC EPC
		print out ID cards	EPC
4	Mobilization alert from federal authority	Notify company president of impending evacuation order;	Chairman, EPC
		prepare checklist based	EPC

EVENT-ACTION CHECKLIST (Continued)

Sequence	Key Event	Action (response to event)	By
4(cont.)		on current events; ensure all company vehicles fueled and ready to depart; give final instructions to and dispatch advance parties	Transportation Department EPC
5	Receipt of advice (4 above)	Issue readiness alert; direct division heads to support EPC	Company president Company president
6	Evacuation order from President of United States	Order to company employees to carry out ORP	Company president
7	Relocation order (6 above)	Employees and families load autos and proceed as scheduled to host areas	Affected employees
8	Threat continues; negotiations proceed	Direct host area activities: Lodging care, security, fire, health support to host area. Company undertakes sustaining operations	Advance party chief Advance party delegate

Sequence	Key Event	Action (response to event)	By
9	Relocation extends into third week; hostilities seem imminent	Key employees on critical programs scheduled to return to work	Functional reps. Ranking company executive, host area
10	Negotiations concluded successfully; threat subsides	Step-down ordered; Employees and families return in scheduled stages	Ranking company exec., host area

3.3 PREPARATION OF ADVANCE PARTY SECTION OF PLAN

Certain individuals must be given the responsibility to set up a company relocation headquarters and lodging assignment office in the host area. These people should constitute your advance party. The risk area CRP includes arrangements to notify your organization of an impending relocation several hours before the general public announcement. Your advance party should be ready to relocate themselves upon that notification. The number of people in your advance party should be kept to a minimum. The basic group includes those assigned to work with the lodging section office. The floor monitors or congregate care assistants will be placed in lodging facilities and be assigned duties as they identify themselves.

A good practice is to assign members of the advance party by position or job title thus avoiding problems associated with personnel change. There is, however, some advantage to assigning single persons or other employees whose family responsibilities would not interfere with prompt relocation in advance of the main party. Because the number of people in the advance party is not likely to be very large, you should consider maintaining a separate "availability" roster of employees who are ready and willing to participate.

In addition to the advance party roster, your plan should include a list of the materials the advance party will take with them. This list should include a copy of your organization's plan, pertinent sections of the CRP, a copy of the completed organizational assignment forms, an up-to-date check list of the employees who would be relocating, and a short summary of the duties of the advance party drawn from the discussion in this guide.

3.4 PREPARATION OF TRANSPORTATION SECTION OF PLAN

The assumption can be made that most of the employees of your organization and their dependents will relocate by private automobile. The automobile is by far the most important transportation resource. Furthermore, most families who possess an automobile are likely to want to use it. Risk area families will be advised to take certain essentials with them: medicines, food, blankets, and the like. Automobiles are convenient for the transport and storage of these necessities. Consequently, crisis relocation movement plans assume the use of private automobiles.

In the United States, there are more than 100 million automobiles to serve 214 million people. In theory, everyone could board an automobile and leave millions of seats vacant. However, autos are not uniformly distributed among all segments of society and among all risk areas. The young, the old, the poor, the handicapped, and those in densely populated areas with good transit service often do not have automobiles. Even so, the risk areas with a population of less than a million people, and some of the larger ones, exhibit a high availability of automobiles, with 85 to 95 percent of households possessing one or more.

In crisis relocation planning the government will use census data to establish the number of households without an automobile. It assumes that ridesharing is not generally practicable between complete strangers and that they will have to provide other means of transport for these people, with pick-up points usually at the nearest school. Thus, those of your employees without access to an automobile together with their dependents, can be accommodated in this fashion. You should be advised, however, that it is possible that the destination of persons provided

public transportation will not be your specified host area. Depending on the CRP planning in your area, a shuttle service may be available between various host areas.

You will need, at a minimum, to provide transportation for those employees and their dependents who are essential to your function and who do not possess their own transportation. You are encouraged to assure transportation for all of your employees.

There are several alternatives available that in combination should satisfy this need. For one thing, many of your employees possess more than one automobile and have more than one driver in their household. Ridesharing is a feasible alternative within organizations. You will want to have different pick-up points than the general public but specific arrangements would only be made at the time of the crisis since personnel turnover would invalidate prior arrangements. Also, employee cooperation is likely to be highest at the time of demonstrated need. The proportion of employees without transportation, the proportion with two or more vehicles, and personnel tendencies to share can be determined at this time. These factors are likely to remain valid despite staff and organizational change.

Another possible resource available to some organizations is company-owned vehicles such as automobiles, trucks, and buses. The final resource is the transportation capabilities under the control of local government. Since your organization would be reducing some of the general load already planned for, local authorities may be able to place some of their available vehicles at your disposal.

In summary, employees and dependents are expected to use their own automobiles for transportation to the relocation headquarters. Employees without access to a private auto need special arrangements. The risk area CRP contains plans to provide public transportation for all such citizens but their destinations may not be the organization's assigned host area. If any of your employees are necessary to the performance of your function and are without a vehicle you will need to arrange a ride for them with other essential employees or possibly in other vehicles under the control of the organization. Taking care of the transportation needs of as many of your employees as possible will contribute significantly to the relocation plan for your area. Do not hesitate to discuss this issue with the local authorities.

3.5 PREPARATION OF RISK AREA OPERATIONS PLAN

Certain key organizations will be responsible for activities that remain essential even during a crisis relocation. These activities generally must be performed in risk area fixed facilities. These risk area operations can be broken into three categories. First, the care and custody operations carried out at certain residence facilities--hospitals, correctional institutions, and other special care institutions whose patients or inmates cannot be moved or are not planned to be moved to the host area. Planning guidance for these types of organizations is being developed under separate study and research.

A second category of risk area operations is that carried out at industrial and business facilities--food processing and distribution facilities, defense plants, oil refineries, computer centers, financial institutions, and the like. These are sometimes called primary operations.

The third category consists of service activities--electric power, gas, water, and sewage disposal. These are referred to as secondary operations whose main purpose is to service both the primary operations and life support of individuals which remain in the risk area. Among the essential secondary operations are those of government, especially police and fire support necessary to provide security to the mostly vacant risk area.

The basic concept of these risk area operations is that the minimum activity necessary or appropriate to the crisis situation will be maintained by transporting the essential work force from near-in host areas where the workers will be housed, fed, and sheltered with their families while off duty. Risk area new construction, alterations, and most routine maintenance connected with the key facilities would be suspended for the relocation period, and most record-keeping and office work would be done in the host areas. The obvious object of this policy is to keep the number of people in the risk area at any time to a minimum. To further minimize the number of people at risk and to ease commuting requirements, all risk area facilities are expected to operate on two shifts of 12 hours each.

3.5.1   Relocation Movement Planning

If your organization is one that must continue certain risk area operations, you will have been assigned to two separate relocation areas, one of which will be a near-in host jurisdiction from which transporting of the essential work force is practicable. After the initial movement to the host area, company management may wish to increase or reduce the numbers of essential workers in the near-in host area. This will require coordination with government operations in both host areas. Your crisis relocation planner will be your interface on these arrangements. You will want to ensure that each member of the work force who could possibly be

considered essential will relocate with your company. You must also be concerned about those of the staff that reside outside the risk area. If any of these workers are essential, they must be informed of the critical nature of their skill and instructed to report to work.

Your organization also will have certain host area commitments. Jobs, such as floor monitors and lodging section office support, plus the preparation of the fallout shelters for the group may require that all available able-bodied persons help out in one way or other.

Transportation and relocation timing will be critical if your organization has an activity which is considered "uninterruptible." Most operations are interruptible except where shutdown is time-consuming, costly, or dangerous. Food distribution and banking are examples of interruptible functions. They can be suspended at mobilization notice and resumed by the first workers to commute from the near-in host area. The first workers to resume operations would commute back to the risk area after the relocation was essentially complete.

The relocation procedure for uninterruptible functions is somewhat more complicated. Utility operations are normally uninterruptible. In addition, some industrial processes, such as steel production and oil refining, are usually uninterruptible because of shutdown times. The basic approach to the continuation of uninterruptible functions is to adjust the shift arrangements, as necessary, and reduce to a minimum manning requirement, at the time of mobilization notice. Applicable workers would continue to commute from their residences until instructed otherwise by the risk area emergency planning office. The shift going off duty at about that time would relocate with their families to the relocation headquarters, rest,

and commute to the work place to relieve the other shift, which would then relocate to the near-in host areas. Nonessential employees--those not involved in maintaining the risk area activity--would relocate at the assigned departure time.

3.5.2 Risk Area Support

Risk area operations and support will be controlled from the Emergency Operations Center (EOC) in the risk county. The nature of risk area operations will generally be left to the judgment of company management with the exception of possible guidance on such matters as level of production required and where to make certain deliveries. What support to expect in connection with your operations is described in the CRP or summary plan provided to you.

In general, two kinds of support facilities will be established in your risk area. The first are emergency operation areas located near clusters of commercial and industrial facilities. Each such cluster, which tend to exist because of land-use patterns, will be designated an emergency operation area. The areas will usually provide on-shift feeding, emergency medical care and ambulance service, vehicle refueling, emergency repair capabilities, and general support of your operations. Since many of the organizations that normally provide you with support will have suspended operations during a crisis relocation, the emergency operation area will be the place you can turn to for assistance.

The second set of support facilities will be access control points located on the principal highways where they enter the risk area. These control points will limit access to the risk area to authorized traffic, provide route guidance to trucks delivering to risk area facilities, provide a base for public safety and emergency repair teams in supplementing the emergency operation areas, and clear inbound

traffic from the roads in the event of attack warning. Control points will also be subordinate command centers for direction and control under the main EOC. Details on all planned support operations are contained in your risk area CRP.

3.5.3 Protecting Risk Area Workers

Returning workers to the risk area to conduct essential operations foregoes, for them, while they are in the risk area, the protection afforded by crisis relocation. Since a nuclear attack involving your risk area is a possibility, plans have been made to protect workers at the risk area operating sites. Two kinds of protection can be planned for those in the risk area; tactical evacuation and all-effects shelter. Either or both may be planned for your organization. Tactical evacuation is a quick-reaction, relatively short distance movement to the edge of the risk area in response to attack warning. All-effects shelter offers protection against nuclear weapons effects--blast, heat, and initial radiation--as well as against fallout radiation. These two protective measures are not alternatives; ideally, they are options to be exercised depending on the circumstances at the time.

Plans for protecting risk area workers are the responsibility of the local government and are summarized in the risk area CRP, but on-site or accessible shelters for your employees should also be a concern of your organization.

3.5.4 Commuting Arrangements Between Risk Area and Near-in Host Areas

Commuting by car pool is about as efficient as busing , where tactical evacuation is planned, and is usually the preferred mode. If there is no indication of bus or other mass transport in the planning materials supplied to you, you may assume that car pools are to be used. The risk area support organization will provide for refueling of the vehicles at your work site or at the emergency operation area.

It was noted earlier that the access control points will control access to the risk area during crisis relocation. For this purpose, each control point on routes entering your risk area will be provided with a list of those organizations that remain to perform needed functions in the risk area. The basic means of identifying car pools, individuals, and truck transport will be an identification card. If your organization ordinarily provides a picture-type identification card or badge to its employees, this will be sufficient for commuting purposes. If your organization does not provide an ID of this type, it may be necessary for you to have some identification for employees who may be required to commute to or visit your facilities in the risk area. Do not forget to include those essential employees who will be commuting from residences outside the risk area and consequently are not part of those commuting from your relocation headquarters. The general plan for commuting and any special identification should be included in your plan and its attachments.

3.5.5 Summary

The foregoing discussion covers the additional matters that should be included in the organizational relocation plan for an organization that will be involved in risk area operations after crisis relocation. You may find it best to summarize these arrangements in a separate paragraph in the general plan of action section of your plan. Or you can add to the other paragraphs as appropriate. Be sure to include details in the attachments and to include essential steps in your checklist.

3.6 PREPARATION OF HOST AREA OPERATIONS PLAN

Ordering of risk area evacuation is a step of significant consequence to the nation. Both risk and host area populations suffer major disruptions. Normal commercial

activity comes to a standstill as all effort is diverted to support essential industry and the relocated population.

The fact that such an action may be taken indicates the gravity of the crisis situation. Local host area governments receiving evacuees will see its populations treble and quadruple overnight. In order to manage the efforts required to care for such an increase, these local governments will need help and cooperation from the evacuees themselves.

One of the potential advantages of organizational relocation is the ability to plan for your organization's entry into the host area as a unit. Your unit will be accommodated as a group within the available host area facilities. Maintaining organization communications becomes an essential part of sustaining the group during its stay in these facilities.

The host area government will exercise direction and control over all evacuees as well as the local population. It does not have the resources to care for the evacuees, however, without their help and cooperation. As an evacuee organization you will be expected to provide skills, manpower, and resources to the extent possible and as requested by local government.

Organizations with special skills needed for the care of the general population will, no doubt, be given special assignments by host area government. For the majority of relocated organizations however, efforts will be directed towards contributing to its own sustenance, participating in expedient upgrading of fallout shelters, and making needed skills available to assist local government operations.

The purpose in developing a host area operations plan for your organization is to permit you to prepare your organization for the active role it will assume during the evacuation. This activity is designed to make you as self-sustaining as possible and to minimize the impact of your arrival in the host area.

Because a majority of evacuees will arrive as members of organized units the host area is provided with single points of contact in each evacuee group, thereby greatly reducing problems in communicating with evacuees. Total cooperation with local officials is required to attain the best possible living conditions under difficult circumstances.

3.6.1   Planning Host Area Operations

The data that you have gathered about the number of employees and dependents to be evacuated, the types and quantities of skills, and the resources you bring with you will be the basis for planning host area activity. You should also be able to give the host area officials data regarding those people in your organization having special needs.

These data will be used by NCP planners and host area officials as well as the organization planner. Based on your data the NCP planner and host area officials will have designated your reception and care facility assignment. They will also have identified special assignments appropriate for your organizational skills and capabilities. This information will be fed back to the organizational planner for use in his specific host area operations plan.

The organizational planner must review the facility and special manpower assignments made by local government and assimilate the data in plan development. In

addition the planner must plan further self-sustaining activities within the capability of the evacuation group. The activities to be considered are varied and cover the day-to-day actions necessary to care for displaced people in a strange environment. The special problems associated with this situation should be anticipated and planned for.

As a minimum you should determine your capabilities as outlined below and plan how you can help.

3.6.1.1   Shelter Management

Reception and care facilities require in-residence management. The host area will normally provide overall direction to and management of the shelter. However, the organization may be asked to provide management at those facilities that it occupies.

People assigned to this task will work under the direction of local government and in effect become a part of government's management team. When the organizational planner receives notification of specific facility assignments the scope of facility management requirements can be determined. CRP planners can provide shelter management organization charts and detailed job descriptions for the various functions. These data along with shelter management training material should become a part of the organization plan. You must then determine what jobs you will have to fill in the facilities to be occupied and assign those jobs to specific organization functions. Finally, obtain training materials and prepare procedures to implement training when warranted by crisis conditions.

3.6.1.2 Fall-Out Shelters

Certain facilities in the host area will be designated as fall-out shelters for the protection of evacuees and the local population. Many of these facilities will not meet specifications for protection of the populace. Plans will exist for the expedient hardening of deficient facilities to meet specifications as established by FEMA.

A typical upgrade might involve use of a basement in a public building. Windows would be boarded and an earth berm built against them for shielding. The floor over the basement may be covered with additional earth. This may require additional shoring and bracing from below. Radiation monitoring equipment, sanitary facilities, and ventilation kits must be brought in and suitably placed. These tasks can only be accomplished by using the skills and manpower of evacuees as well as local residents. Work parties should be organized for this purpose. Local government will supply direction, equipment, and materials. Your NCP planner, being more familiar with host area facilities, can estimate manpower requirements. Training evacuees to operate radiation monitoring equipment may be required. Once again, consult your CRP planner.

3.6.1.3 Food Preparation and Service Facilities

In many cases the evacuee may be assigned to assist with food service in an existing restaurant or in the cafeteria of a building used as evacuee living quarters. In other cases field kitchens or other more primitive facilities may be used. In any case you should plan for the possibility of being required to participate in food distribution, preparation, and service. No pretraining is anticipated. Help will be recruited by the organization after arrival at the host area and when requirements are better known.

3.6.1.4 Emergency Medical Treatment

There will be a need for local first aid stations among the reception and care facilities. If your organization has the appropriate skills they may be called upon to support these stations. If you have medical equipment or supplies with you these may also be needed. Coordinate with local health officials so that resources can be appropriately assigned.

3.6.1.5 Facility Maintenance

Maintenance of living quarters and grounds will be performed by evacuees. Be prepared to assign work parties to carry out these duties in the areas occupied by your organization. In addition to housekeeping the host area may require help in the maintenance of building systems. If your organization has the appropriate skills they should be made available.

3.6.1.6 Safety

For the most part living quarters and grounds provided for evacuee use are facilities originally designed for other purposes. Occupation by evacuees could create safety hazards. Such things as ventilation, floor loading, safety railings, and high voltage equipment are potential problem areas. These hazards were considered when the quarters were selected but a survey is needed immediately after occupation to make the area as safe as possible. Organizations should assign personnel to perform this survey. Particular attention should be given to temporary installations such as power generators, secondary power distribution systems, field kitchens, and partitions. Periodic surveys should continue throughout the relocation period.

3.6.1.7 Fire Prevention and Fire Fighting

Host area fire officials will be responsible for fire prevention and control. Living quarters will be equipped with standard fire alarm systems and local fire fighting gear such as hose stations and hand operated extinguishers. Your organization should assign personnel to inspect this equipment and to acquaint your people with its location and use. If your organization includes a fire department it should discuss assignment of fire duties with the local fire chief.

3.6.1.8 Security

Local county and municipal police organizations will be responsible for host area security and law enforcement. If your organization includes a professional security staff it should coordinate with local law enforcement for possible assignment to enforcement duties.

3.6.1.9 Accounting

The care of evacuees will involve a massive consumption of goods and materials and a strain on services, equipment, and facilities. It is vital that local officials be provided a record of these expenditures and occurrences. The accounting group in your organization should undertake the task of recording those support requirements that relate to the maintenance of your organization. Accounting format and criteria should be acquired through coordination with local officials.

3.6.1.10 Counseling

The displaced families of your organization will be subjected to unusual stresses and concerns. To help them cope with evacuee conditions it is important for the organization to provide internal counseling services. The personnel assigned to this task would be expected to assist families or individuals seeking help in the

resolution of their problems. The counseling team must become familiar with host area counseling services so that problems which cannot be resolved within the organization can be referred to an appropriate agency.

3.6.1.11   Resource

Resources necessary to sustain the evacuee organization have been preplanned. In most cases these resources will be available when reception and care facilities are activated. In cases of equipment or systems deficiencies you should coordinate your needs through the shelter management group or at its discretion deal directly with the appropriate local government agency.

3.6.1.12   Logistics and Supply

Your organization, as previously indicated, should expect to participate in food distribution, preparation, and service as well as facility maintenance. You may also be asked to participate in determining organization needs such as food, beverage, bedding, clothing, fuel, and medical and maintenance supplies. Negotiating acquisition and delivery of these needs with local agencies could also be an area of participation.

3.6.1.13   Communications

The living quarters assigned to your organization will, in most cases, already have telephone service installed. Telephones may be used for information interchanges and coordination with host area agencies. Internal communications of some kind will be needed to implement the use of evacuee skills and manpower. These requirements will vary greatly depending on the size and location of your organization. A means for rapid communication with organization members is needed since the host area will be communicating with your designated focal point

only. These communications should be appropriate to the size of your organization and the number of locations that have been assigned.

3.6.1.14 Heating, Cooling and Lighting

Energy requirements for the occupied host area will, no doubt, far exceed normal community requirements. This demand, coupled with potential disruption in fuel supplies, will require an unusual effort in conservation and energy management. Your organization should contribute by carefully selecting a qualified representative as focal point in matters pertaining to energy requirements and consumption.

3.6.1.15 Sanitation Services

Sanitation services can be assumed as a prerequisite for selection of reception and care facilities and therefore should present no problems other than normal care and maintenance. Portable chemical toilets, public rest rooms, or a combination of both will be provided at the assigned facilities. Garbage handling will require your assistance. Your organization should expect to participate to the extent that the garbage generated by your group is stored in acceptable containers and placed in designated pick-up areas. You may also be asked to provide manpower for loading garbage trucks or, in some cases, loading and driving the vehicle to a dump site and unloading as required.

In preparing your host area operations plan you should keep the instructions as simple and straightforward as possible. Organization employees will respond to the gravity of the crisis and will realize the necessity for work assignments if these needs are properly explained. Common sense is more prevalent than rare, if the facts about evacuation are made clear. In the interests of promoting a clear understanding of the facts you may wish to present the following:

1. Host area population will be apprehensive about evacuee effect on their lives and the community. They need to be reassured by our good behavior.

2. Host area ernment will be under stress and needs our help.

3. A willingness to pitch in and tend to our own needs is the best way to help.

4. Evacuees and locals must join in the common defense during this period of national emergency.

5. Decisions of local government must be supported by all.

In summary, your plan must fully utilize the skills and resources of your organization. It must provide the management to implement each contribution towards sustaining the populace, and it must extend full cooperation and aid to local government.

3.7 PREPARATION OF RETURN AND RECOVERY SECTION OF PLAN

When the crisis ends, and the government declares it safe to return to the risk area, three basic goals remain to be met: 1) the risk area must be ready to accommodate the returning population, 2) the host area must be restored to pre-evacuation condition, and 3) the population return must be orderly, with consideration given to prioritizing the return of those engaged in providing essential organizational and community support services.

This section will discuss the planning actions that the organization should take in attaining these goals.

3.7.1 Risk Area Readiness

In determining the capability of the risk area to accept the returning population, you must recognize and deal with the various scenarios that could exist. In one case agreements have been reached negating nuclear exchange and the risk area is undamaged. In cases where an attack has occurred we may face limited or extensive damage depending on the severity of the attack. The risk area needs for restoration may be simple or may involve major recovery action; in either case the goal is to provide community facilities that will support returning evacuees. If the damage is heavy it will delay the return and require more special skills in making the area habitable. If it is undamaged we need only restore utility, medical and food services prior to return of the main body. This plan will provide only for return to a risk area which has not been subjected to attack, since there are existing FEMA guidelines which discuss recovery from natural and man made disasters.

When the existing crisis approaches settlement there will be a certain amount of urgency in preparing the risk area for population return. This urgency is generated by the need for an immediate resumption of business activity and community services and a very strong desire on the part of most evacuees to return to their homes and property.

Your plan should include provisions to support advance party manpower needs for risk area reactivation. If the skills of your organization are needed for the returning advance party this need should be established through coordination with your CRP planner. Your plan would then include instructions for the priority return of designated skills along with a brief description of their duties in the risk

area. Once the risk area has been prepared, the main body of evacuees will return to their homes.

3.7.2   Host Area Restoration

Concurrent with risk area preparation is the need for restoration of the host area. The main goal here is to use evacuee manpower, while it is still available, to return evacuee facilities to an "as received" condition. Your plan should include the organization of work parties for restoration of facilities as they are vacated by your personnel. Local host area government may also have other needs for your organization skills during this period.

Tasks would include:

- o   Cleanup facility and area
- o   Removal of temporary partitions, rails, field kitchens, chemical toilets, temporary power, and secondary power distribution systems
- o   Packing of material and equipment for shipment
- o   Painting and minor repairs as required
- o   Turnover of inventory and records to appropriate government agencies

Organization work party requirements must be a part of your phased departure plan. Make certain that sufficient manpower is retained to perform your fair share of restoration activity.

3.7.3   Population Return

The risk area has been readied for population return and provisions have been made for host area restoration. There now remains a need to carry out an orderly return of the main body of evacuees. Once again there is a need for priority. Those

organizations engaged in medical, drug and food services must move first so they can be ready for an immediate heavy demand. The NCP planner will designate priorities responding to these needs. Evacuees will be scheduled for return based on the priority assigned to your organization. This subject should be stressed in your plan.

Before departure your employees should be informed of your plans for reactivating the organization's business operations. A schedule for returning to work and a statement regarding any special conditions differing from normal operations should be prepared and distributed.

3.7.4   Checklists

Table 1 outlines coordination steps with local government in developing a host area operations plan. Table 2 shows the detailed planning elements that must be negotiated with host area officials to establish a coordinated operations plan. The primary goal of such planning is to ensure adequate care for evacuee needs with the least possible impact on the host area life style and economy. This goal can best be attained by the organization's self-sufficiency and ability to provide supplementary manpower to host county agencies. All organizational activity must be carried out under authority of, and subject to direction by, appropriate local officials of the host area.

Table 1. -- ORP Procedural Checklist -- Coordination

STEP	RESPONSIBLE AGENCY	ACTION
1.	Planners from risk area, host area, and organization	Conduct joint planning to establish lines of authority and responsibility, policy, communication/information, management continuity, transportation, secondary dispersal plans, and other related problems
2.	FEMA, state, or local (Whichever is designated area NCP coordinator)	Prepare preliminary host area assignment and present to organization
3.	Organization	Review assignment (1 above), determine acceptability, and consult with the coordinating agency

STEP	RESPONSIBLE AGENCY	ACTION (continued)
4.	Organization	Schedule and participate in meeting with host area elected officials; notify officials that ORP is in process and solicit suggestions
5.	Organization	List resources (supplies, equipment and manpower special skills); identify resources that are vital to organization's operation, either in risk or host area
6.	Organization	Submit inventory (4 above) to risk area officials, identifying resources that are vital to organizational operations and those that are available to risk area government
7.	Risk area officials	Review mutual aid agreements and security needs; meet with host area officials to allocate available organizational resources between risk and host area

STEP	RESPONSIBLE AGENCY	ACTION (continued)
8.	Officials of risk and host areas and organization	Test plans made in 7 above, in a *tabletop (or other) exercise*
9.	Officials of risk and host areas and organization	Submit plan for management, FEMA, and state approval
10.	Organization	Review, maintain, test, update, and refine ORP on a continuing basis

Table 2. -- Checklist for Organizational Planning of Host Area Activities

STEP	SUBJECT	ACTION
1.0	Evacuee Requirements	
1.1	Quarters	Coordinate with local (host area) authorities to assign living quarters
1.2	Food service	Use kitchen facilities in evacuee quarters or obtain field kitchens if necessary or make other arrangements as required
1.3	Emergency medical service	Determine first aid needs for all assigned quarters; determine whether equipment and supplies are to come from organization or county
1.4	Fire protection	Determine most suitable equipment for assigned quarters (alarms, extinguishers, hose stands, sprinklers)

STEP	SUBJECT	ACTION (continued)
1.5	Security	Coordinate with local law enforcement agencies to develop suitable safeguards for the security of evacuees
1.6	Safety	Plan initial safety inspection of assigned quarters upon occupancy; construct and/or install safety railings, barricades, security locks, and partitions, as needed; schedule periodic inspections to maintain safety standards
1.7	Counseling	Plan to provide counseling service to meet special needs of evacuees
2.0	Evacuee Manpower Utilization	
2.1	Support to host agencies	Coordinate skills available through the organization's resources that will meet host area needs and supplement county staffs; incorporate this commitment in the ORP

STEP	SUBJECT	ACTION (continued)
2.2	Food preparation	Enlist culinary skills from evacuees; plan menus and provisioning to meet special circumstance (nutritional needs, food preservation, special dietary requirements, preparation,and serving); plan, schedule, equip kitchens to provide essential food services
2.3	Medical services	Assign organization medical staff to support evacuees and operate aid stations; coordinate adequacy of such assignment with local health authorities; plan, equip, and conduct training to deal with medical emergencies
2.4	Fire protection	Assign fire protection specialists to equivalent duties in the host area; coordinate such assignments and deployment of equipment with host area fire protection authorities

STEP	SUBJECT	ACTION (continued)
2.5	Security	Assign security specialists to equivalent duties in the host area; obtain official assignments from local law enforcement authorities who will also delegate levels of authority and applicable limitations
2.6	Safety	Assign safety specialists to equivalent duties in the host area; coordinate with local authorities to determine adequacy of preparations
2.7	Building maintenance	Maintain evacuee quarters to meet shelter, safety, comfort, and general living specifications. Develop data to determine manpower needs
2.8	Accounting	Coordinate with host area authorities to record consumption and use of supplies, equipment, and services

STEP	SUBJECT	ACTION (continued)
2.9	Work parties	Provide manpower to accomplish daily tasks such as janitorial duties, KP, garbage disposal, and cleanup
3.0	Resources	Apply to responsible host county (or state) officials for needed equipment and resources which the organization is unable to provide
4.0	Logistics and Supply	Participate in distribution and preparation of food, provision of services, and facility maintenance; negotiate acquisition and delivery of supplies (e.g., food, beverages, clothing, bedding, fuel, and medical and maintenance supplies) with local agencies

STEP	SUBJECT	ACTION (continued)
5.0	Utilities	Obtain communication services, power, water, and other utilities as needed through coordination with local utility agencies; preplan for requirements that the organization cannot provide by conducting preliminary meetings with host area officials

4.0 PLAN REVIEW AND TESTING

4.1 REVIEW OF PLAN WITH COMPANY IMPLEMENTERS

When you have completed a draft of your organization's relocation plan, you should get comments from others in the organization, particularly those who will have responsibilities in carrying out the plan. It is often useful to convene a small group of such people to engage in a "what if" session, in which the members try to put themselves in the crisis situation and ask "what if" questions to determine whether the plan is complete enough or workable. When you are satisfied in this respect, the plan can be presented to the responsible official for approval and used as the basis for preparing the necessary employee information discussed later in Section 6.

The planning process discussed above is applicable to all organizations. Many organizations, of course, will have to consider other aspects of crisis relocation that should be included in the plan. Those organizations with complex risk areas or host areas operation requirements and national delivery requirements will want to devote more time to these sections of the plan.

4.2 REVIEW OF PLAN WITH HOST AND RISK AREA PLANNERS

Your plan has been developed using the appropriate guidelines and baseline data from your NCP planning office. After obtaining management concurrence, the larger organizations should schedule a review by the risk and host areas emergency planning officials. Smaller organizations can have their plans reviewed through the

NCP planning office. The NCP planner may combine a number of smaller organizations into an evacuation "group" and conduct reviews with risk and host area officials based on group requirements and capabilities. In either case there is a feedback to the organization planner. This feedback will more clearly define your responsibilities and will permit your plan to include a crisis-response organization within the management structure.

The larger organization may elect to be an active participant in the host area and risk area plan review. If the organization is large enough, for example, to include professional support units in such areas as security, fire, medical and facility services, it will probably save time if it becomes involved in a "face-to-face" interchange with local officials. These interchanges should be arranged through the NCP planner.

4.3 TABLE-TOP TESTING OF PLAN

There are numerous ways of testing a plan to assess your capability to execute. An important factor to remember is that these tests are only effective if they are part of a carefully designed training and exercise program.

One approach to testing is the orientation exercise. In this exercise the relocation plan is described, demonstrated, or discussed with staff members who are involved in plan execution. A second approach is the discussion type exercise. This is a group problem-solving exercise and is a slow-paced, deliberate effort to examine basic planning issues and problems without worrying about time, communications, and other stress factors. This type of exercise is useful training for more demanding tests.

A table-top exercise is informal and slow-paced. It provides valuable knowledge through exercising a scenario which requires response from participants. A scenario is prepared and distributed to participants. Message inputs are released and the team responds in accordance with the plan. If a problem is encountered the exercise can be halted to explore and resolve the problem. Message release can be adjusted to the speed of the team's response. Table-top exercises require more preparation than orientation or discussion exercises and involve the use of simulators to represent organization forces and the outside world.

Table-top exercises can be conducted in any sizable room. It is most effective when held in an area designated as an Emergency Operation Center.

4.4 MANAGEMENT APPROVAL OF PLAN

Securing management approval of the organization's relocation plan should follow the same procedure used for approval of other company plans which involve establishing company policy.

In most organizations this would involve a review with the operating levels of management who are responsible for implementing the plan. Establishing a clear understanding of responsibilities and obtaining concurrence at this level is vital to the credibility of the plan. The time spent on this review will contribute a great deal to perfecting the plan, and will also strengthen support for the plan by those charged with implementing relocation activity.

Once the review is complete the plan is ready for submittal to the decision level of company management. This submittal may occur in whatever manner appropriate

to normal operating practices in the organization. If the plan is to be submitted by routing to company officials, a cover letter should be prepared. This letter should summarize the plan and also explain the reviews that have been conducted at the operating level. The submittal should also include a policy statement which implements the plan. The goal here is to secure a) acceptance of the plan, b) approval of the policy statement, and c) issuance of the policy statement by the authorized parties.

A preferred method would be submittal by presentation. If the opportunity exists the planner or EPC should present the plan in person. This method affords the opportunity for questions and answers and may more quickly accomplish the approval cycle.

4.5   GOVERNMENT APPROVAL OF PLAN

During the development of the relocation plan the organizational planner has been working with government guidelines and has received input and counseling from the CRP planner as required. The organizational planner may also have been in direct contact with host and risk area officials. Constructing the plan with this guidance assures the organizational planner that the plan fits the basic structures of government planning for crisis relocation.

A final review by the agencies involved should be a relatively simple step. Copies of the plan should be routed to, 1) regional FEMA office, 2) state emergency planning office, and 3) risk and host area emergency planning offices.

Your cover letter with this submittal should request review, comments and endorsement.

If a major disagreement does occur it can be resolved through consultation with the NCP planning office.

5.0 PLAN MAINTENANCE

5.1 ESTABLISHMENT OF COMPANY POLICY AND CRISIS-RESPONSE ORGAN-
IZATION

Direction from organization management is required to implement the relocation planning process. In the smaller organization this may be a memo from the CEO stating the planning process is to be implemented, identifying responsibilities, and directing personnel to comply.

In the larger organization a policy statement may be released to endorse the plan and to direct the formulation of procedures at the operational levels. The operating levels would then form a crisis-response team compatible with plan requirements and develop the operating procedures necessary for plan execution and coordination with local relocation planning efforts. In many larger organizations an emergency response plan and a crisis response team already exist. In these cases it is best to blend the relocation plan into existing plans (both within the organization as well as those joint plans with local government). The team will designate the functional make- up of the crisis relocation cadre and will, itself, act as the catalyst to implement the relocation management team.

5.2 MAINTENANCE OF CONTACT WITH EMERGENCY SERVICE AGENCIES

The organization should designate a planner familiar with the relocation plan to act as liaison with government agencies involved in emergency services. This assignment normally would involve contacts with these agencies on a regularly scheduled basis. This assignment need not require much of the planner's time but

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the activity is essential in keeping the organization plan up-to-date and compatible with the relocation plans of local and state government.

5.3 REVIEW AND PERIODIC UPDATES

Any major change in company employment figures or location should be reported to the NCP planner so that both government and company plans can be adjusted.

The planner assigned to ORP maintenance should follow internal procedures appropriate for this task. As a guide, the following points cover concerns involved in the accomplishment of coordinated plan updates.

1. Reviewing planner should arrange for receipt of data reflecting current status regarding (a) number of employees, (b) facility additions, deletions and modifications, and (c) organizational changes affecting implementing responsibilities.

2. Schedule data inputs and review on a quarterly basis. This review requires the planner to make a judgment regarding the impact of changes to the existing plan. In many cases there will be minor changes or no changes resulting from the review. Also some changes will require only internal coordination while others will require coordination with local government. In each case the planner must exercise judgment to make an appropriate response.

3. Coordinate changes with local government. If your company experiences changes which significantly alter the amount or type of support needed from risk and host area government, the planner must notify them of these changes. If you are uncertain about the impact of your change, clarify the situation by consulting local authorities.

4. Pay particular attention to changes affecting the number of key workers or key worker support requirements. Such changes should always be brought to the attention of local government.

5. In addition to the quarterly review, the planner must be aware of unexpected major changes occuring during the quarter. This could involve the acquisition or cancellation of a key defense contract which radically alters the status of your key worker plan. This type of change should be immediately coordinated with local government.

6.0 EMPLOYEE INFORMATION PLAN PREPARATION

A concise yet comprehensive employee information plan must be developed to satisfy three major requirements critical to the success of organizational relocation. These requirements are: 1) that employees have a general understanding of the community's and the organization's relocation plan and the reasons for its existence; 2) to promote broad acceptance of the concept among employees; and 3) to provide specific instructions for employee actions if and when relocation is ordered.

6.1 GENERAL INFORMATION

Once the organization has made the decision to prepare a relocation plan this fact should be made known to all employees. There are several reasons for this action. First of all, you will be contacting members of management and union representatives during plan development and their cooperation is essential. At this time it is only necessary to explain the plan in broad terms and to give some background as to why the organization has decided to participate. This information can be passed on through an in-house publication or by letter to all employees or simply by posting on bulletin boards.

6.2 PLAN STATUS

As the plan is developed you will acquire more specific data of interest to employees. Sharing this information will maintain management and employee interest and will make them aware that the organization is actively engaged in planning for the well-being of themselves and their families in the event of a

nuclear crisis. The timing and content of these information releases can be left to the judgment of the organization. In general, a release is made as information of interest becomes available. As an example, you may elect to release data once you have established risk area boundaries, the host area, or specific facilities assigned to the organization.

Informative, timely releases tend to promote acceptance and participation and to relieve apprehensions.

6.3   EMERGENCY ACTION INFORMATION

The most critical part of your information plan is the information and guidance to be provided during a "crisis expectant" period when advice has been received from the government that alerts the nation to a potential crisis.

A concise set of instructions should be prepared (based on your relocation plan) which can be rapidly reproduced and given to every employee. These instructions should cover the basic facts of the relocation, including evacuation routes, a simple map to the destination, housing location, what supplies to bring, emergency contact information, and other appropriate data.

An example of an emergency information package is included in this section for the planner's use. The planner should feel free, however, to deviate as necessary to conform to the plan.

EMPLOYEE INFORMATION PLAN

Advance Notification—Potential Crisis Relocation

Due to current international tensions affecting this country, (insert company name) has just been informed that a Presidential order calling for the general evacuation of our "risk area" (see map, reverse side) could be issued in the very near future. Those who would be asked to evacuate are persons living within the risk area. (Company name) has long recognized the possibility of such an action and has made detailed contingency plans for the relocation of company employees and their families.

Please read this notice carefully but DO NOT TAKE ACTION AT THIS TIME. To do so would disrupt the regional evacuation operation and might expose you and your family to needless inconvenience or hazard. If the potential emergency materializes, you will be given further instructions, and those are the ONLY instructions you should act on. Instructions by the news media will be helpful to the general public but will conflict with specific details of our company's Organizational Relocation Plan (ORP) and should therefore be disregarded by participants in our company's ORP.

Instructions to be issued later, if necessary, will address three employee groups. The largest, Group A, are employees living in the risk area who are to be relocated in the Yakima "host area". Group B employees are to be relocated in Enumclaw and will be asked to commute to work during the emergency if the situation permits. Group C employees (those who live outside the risk area) will not be relocated but may also be asked to continue work. You have been assigned to Group___.

Make sure that the members of your family are on standby and that your car is fueled and in good running order. Also, acquaint yourself with available shelter facilities near your home.

EMPLOYEE INFORMATION PLAN

Announcement of Crisis Relocation: Group A

Because of a potential international crisis, the President of the United States has ordered the evacuation of the portion of the Puget Sound region that has been designated as a "risk area." (See map, reverse side.) This announcement confirms previous information given to you and directs your immediate relocation to the Yakima host area, where company employees and their families will be given congregate care for the duration of the emergency. The information provided in this packet will ensure your admittance at the Yakima relocation headquarters.

An automobile identification placard is included in this packet (two placards are provided if you previously advised that your family will be taking two automobiles). <u>Do not lose this ID.</u> Fold the marker and place it securely in the windshield of your car with the identification symbols facing out and the map facing the driver. Follow the route indicated to the Yakima Community College, which is the company relocation headquarters. Police and other officials will recognize this ID and will not need to stop you to determine your destination.

Prepare immediately for departure by packing and loading in your car the things you will need to take with you. Luggage should be limited to one suitcase or less per person, and these should be packed in the trunk with durable boxes or other rugged containers. The following is a suggested take-along list:

Three days' supply of food for each family member, including baby food and special diet needs, if any

Sleeping bags, blankets, sheets, and pillows

Clothing (including work clothes and shoes) for 2 weeks

Necessary medicines and toilet articles

Hand tools and shovel (if available)

Flashlights

Radio (preferably battery powered)

Books, games, cards, toys for children

DO NOT TAKE LIQUOR, DRUGS, OR FIREARMS

Be sure to leave your home secure by making a last-minute check to ensure that:

Doors and windows are locked and drapes and curtains drawn

Electric and gas appliances are off and thermostat set to its lowest setting

Water faucets are closed

DO NOT depart until _____ _____ at _____; this will allow sufficient time for the departure of persons not affiliated with any Organizational Relocation Plan.

Leave precisely at the scheduled time and travel at legal speeds. You should arrive in Yakima in about 5 hours; this timing will facilitate the orderly processing of your party. You will be registered and directed to living quarters and given information concerning meals, laundry, and shelter facilities. Your compliance with these instructions and your cooperation with host area officials will greatly reduce the difficulties of this temporary relocation.

FOLD ON DASH LINE

FOLD THIS WINDSHIELD MARKER IN HALF AND PLACE
ON UPPER WINDSHIELD BEHIND REARVIEW MIRROR WITH
THIS SIDE TOWARD YOU AND TAPE IN PLACE.

THIS MARKER IS FOR EMPLOYEES GOING TO ENUMCLAW
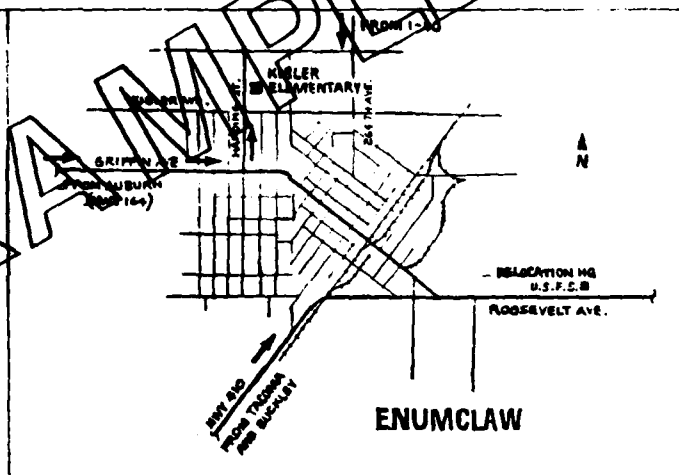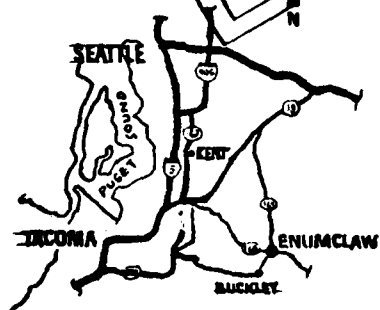
ENUMCLAW

1. TAKE A MAJOR ROUTE TO ENUMCLAW (Don't use
   sideroads)

2. REPORT DIRECTLY TO KIBLER ELEMENTARY

3. ONCE YOUR FAMILY IS SETTLED REPORT TO
   COMPANY RELOCATION HQ AT FOREST SERVICE
   BUILDING

4. YOU WILL RECEIVE A WORK TIME AND CARPOOL
   ASSIGNMENT AT THIS TIME

Automobile Identification Placard--Enumclaw

83
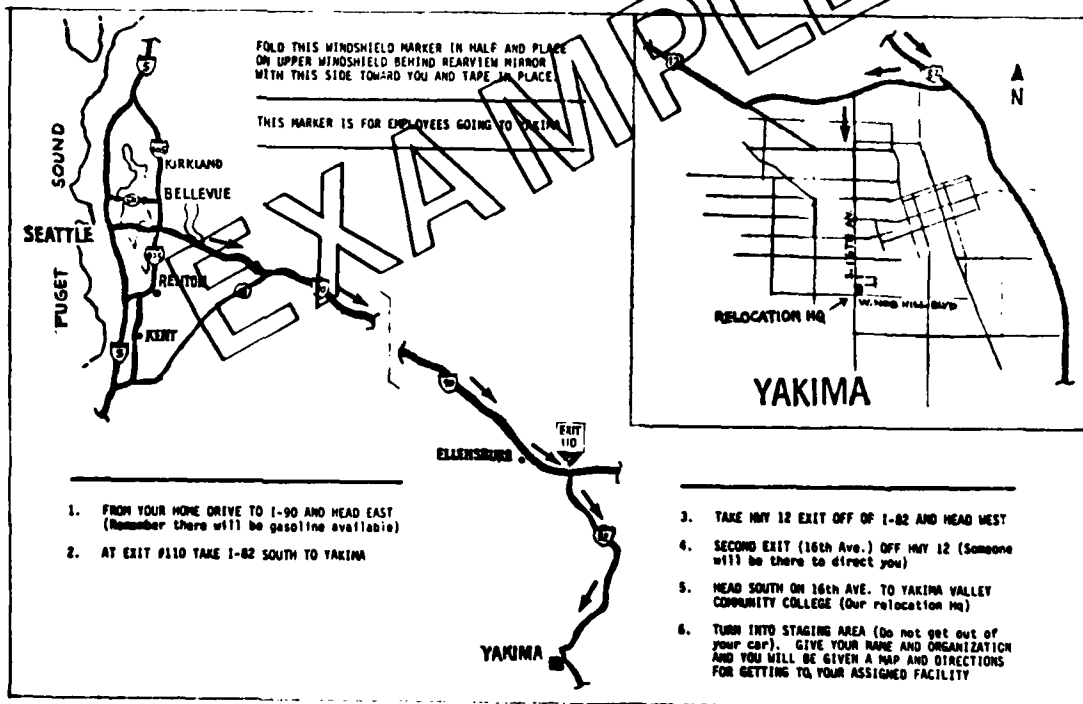
Automobile Identification Placard--Yakima

7.0 CHECKLIST FOR PERFORMING AND REVIEWING ORGANIZATIONAL PLANNING FOR CRISIS RELOCATION

PURPOSE

This checklist is intended to assist the organizational relocation planner in three ways:

1.   To provide a means of indicating who is responsible for performing each of the relocation planning activities.

2.   To serve as a common reference to ensure that each of the organizational relocation planning elements has been covered in the completed ORP.

3.   To aid the organization in performing an initial review of the plan and periodic updates.

This checklist is intended to complement the relocation planning guidance, and should not be considered as a substitute for the more detailed guidance that precedes the checklist.

In the column labeled PLANNING RESPONSIBILITY enter the name and/or title of the person(s) responsible for performing each of the planning activities.

In the column labeled PLAN REFERENCE enter the number and/or title of the section of the organizational relocation plan in which each element is contained. In some cases the element will not be written in the plan but will be reflected as an activity.

2.0   Data Collection Process

2.1   Identification of Government Focal Point

    2.1.1 Schedule presentation on Crisis

           Relocation and Organizational

           Relocation Planning by local

           emergency planning coordinator.

2.2   Receipt of CRP/ORP Planning Materials

    2.2.1 Receive ORP guidelines and

           general background material on

           CRP for your area.

    2.2.2 Prepare summary ORP for your

           organization.

    2.2.3 Review summary plan with local

           emergency planning coordinator.

2.3   Establishment of the Company Planning Committee

    2.3.1 Determine size and composition of

           company emergency planning committee

           (EPC).

2.3.2 Determine reporting line of EPC and

make assignment of representatives

along with schedule of activities.

2.4   Prepare and Conduct Employee Survey

2.4.1 Review sample format and determine

format modifications and survey approach.

2.4.2 Conduct survey and information

briefings.

2.4.3 Collect completed questionnaires

and perform any desired follow-up.

2.4.4 Tabulate data and construct data

profile.

2.5   Collection of Data on Company Operations

2.6   Determination of Responsibility Within Company

2.7   Contact Host Area Government and

Undertake Facility Review.

3.0   Plan Preparation Process

3.1   Prepare Instruction and Purpose and Policy

Sections of Plan

     3.1.1 Write general introduction concerning

whole question of emergency planning

and concept of organization relocation.

     3.1.2 Write section stating purpose of plan

and conditions under which it would

be implemented. List who is responsible

for maintaining plan and coordinating

the various sections.

3.2   Prepare General Plan or Plan of Action

Section

     3.2.1 Produce a section describing the

plan operations, i.e., the who,

what, when, where and how of the plan.

     3.2.2 Produce a section assigning the

responsibilites for action. A time-

phased checklist may be useful in

completing this section of the plan.

3.3   Prepare Advance Party Section of Plan

   3.3.1 Produce a list of advance party

          personnel identified by job title

          or position.

   3.3.2 Produce a list of the materials

          which the advance party will need,

          including a copy of the organiza-

          tion's plan, Organizational Assign-

          ment forms, listing of employees

          and a summary of duties.

3.4   Preparation of Transportation Section of

         Plan

   3.4.1 Determine from employee survey approxi-

          mate number and general location of

          those people who would need transporta-

          to host area.

3.4.2 If those requiring transportation are

clustered in certain areas, identify

pick-up points near their homes.

3.4.3 Determine if use of ridesharing

and use of any available company-

owned vehicles can meet these

transportation needs.

3.4.4 If not, inform local NCP planner of

nature and extent of problem and

request necessary support.

3.5   Preparation of Risk Area Operations Plan

3.5.1 Determine approximate number and types

of employees necessary to maintain

essential operations in risk area

facilities.

3.5.2 If the organization has a responsi-

bility to conduct operations in the

risk area, plan for the transport of

persons who will commute from the host

to the risk area. Take into account
the formation of car pools and the
issuance of any special identification
necessary.

3.5.3 Include in risk area operations de-
tailed plans for protecting risk area
workers while they are at the
facilities. NCP planner will discuss
options available.

3.6   Preparation of Host Area Operations Plan

3.6.1 Tabulate in a summary fashion the
number of employees and dependents to be
evacuated, types and quantities of skills,
resources you may bring to the host area.
Provide data to NCP planner and host
area officials.

3.6.2 Receive host area reception and care
assignments (facility and personnel) and
any special assignments which may be made.

3.6.3 Receive shelter management training

materials and prepare procedures to

implement training during crisis period.

3.6.4 Prepare job descriptions and general

operational procedures for host

area tasks (e.g. food service,

energy, sanitation and

communications).

You may wish to meet jointly with the

NCP planner and host area officials, to

review this section of the plan.

3.7   Preparation of Return and Recovery Section of Plan

3.7.1 Determine skills within your organiza-

tion needed for a return-

ing advance party. Plan

should include instructions for pri-

ority return of designated skills and

a brief description of their duties.

3.7.2 Prepare section of plan which provides

for organization of work parties for

restoration of host area facilities as

they are vacated by your personnel.

3.7.3 Prepare employee information section

which explains the schedule for

returning to normal business operation.

Note any special conditions which may

differ from normal operations.

4.0   Plan Review and Testing

4.1   Review of the Plan Within the Organization.

4.2   Review Plan with Host and Risk area

Planner

4.3   Table-top Testing of Plan

4.3.1 Begin testing with orientation

exercise.

4.3.2 Test plan further with discussion -

group problem-solving exercise.

4.3.3 Consider table-top exercise

with government planners.

4.4 Secure Management Approval of Plan

4.5 Secure Government Approval of Plan

5.0 Maintenance of the Plan

5.1 Establishment of Company Policy and

Crisis-Response Organization

5.1.1 Establish ORP as organizational

policy.

5.1.2 Establish crisis response or

emergency planning group

and identify key responsibilities.

5.2 Designate Liason with Government Agencies

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5.3   Schedule Periodic Updates or Reviews of the

Plan

6.0   Prepare Employee Information Plan

6.1   Prepare General Information on

Organization Decision to Prepare ORP.

Arrange Briefing for Members of

Management and Unions

6.2   Prepare Periodic Briefing to Members

of Management and Unions on Plan

Development.

6.3   Prepare a Set of Concise Instruc-

tions for Employee Action Based on

the Relocation Plan. These Instruc-

tions Should Describe the Where, Who,

When and What of Relocation.

8.0 GLOSSARY OF COMMONLY USED CRP/ORP TERMS

A

Advance Party - A group of trained individuals within an organization that preceed the main body to a host area. The principal function of the party is to secure congregate facilities and coordinate organizational assignments with host area officials.

B

Blast Shelter - A natural or man-made structure providing protection from initial weapons effects. The level of protection is generally measured in terms of resistance to overpressures, however, to qualify as a viable shelter, provisions for ventilation, potable water and refuse disposal are required to permit occupancy through an extended period of secondary weapons effects.

C

Civil Defense (CD) - As defined in PL-920, (U.S. Civil Defense Act) all activities and measures designed or undertaken 1) to minimize the effects upon the civilian population and government, caused or which would be caused, by an attack upon the United States, 2) to deal with the immediate emergency conditions which would be created by any such attack, and 3) to effectuate emergency repairs to, or the emergency restoration of, vital utilities and facilities destroyed or damaged by such an attack.

Civil Preparedness (CP) - Civil preparedness is directed at helping state and local government improve its readiness for lifesaving operations in any type of emergency. Emphasis is on operational capability -- the actual ability to conduct coordinated operations in a major emergency. In a legal sense (PL-920) civil defense refers to an enemy attack whereas civil preparedness refers to all emergencies.

Congregate Care Facilities - Public or private buildings in the host areas appropriate to lodge evacuees. Generally, assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as a "fallout shelter".

Counterforce Targets - Places which contain strategic military forces; e.g., SAC bases, ICBM sites, missile submarine support bases.

Crisis Relocation Plan (CRP) - The contingency plan designed to move populations from high risk areas to those of lower risk and to provide for their well being (congregate care housing, feeding, fallout protection).

Crisis Relocation Planning - The process of developing a crisis relocation plan.

D

DCPA - Defense Civil Preparedness Agency, formerly known as Office Civil Defense (OCD). Became a part of FEMA (Federal Emergency Management Agency), August 1979. See FEMA.

E

Evacuee - The individual who is moved to a less hazardous area. Also may be referred to as relocatee.

Evacuees, Spontaneous - Persons who might leave an area in periods of intense crisis in response to a real or feared threat before any official advice or direction.

F

Fallout Shelter - A habitable structure, facility, or space used to protect its occupants from radioactive fallout. Criteria include factors for structural reinforcement, a minimum of 10 square feet of floor space per person, and at least 3 cubic feet of fresh air per minute per person when capacity is based on minimum space requirements. In unventilated underground space, 500 cubic feet of space per person is required.

Federal Emergency Management Agency (FEMA) - FEMA was created to provide a single point of accountability for all federal emergency preparedness, mitigation and response activities. The Agency is chartered to enhance the multiple use of emergency preparedness and response resources at the federal, state, and local levels of government in preparing for and responding to the full range of emergencies--natural, manmade, and nuclear--and to integrate into a comprehensive framework activities concerned with hazard mitigation, preparedness planning, relief operations, and recovery assistance.

H

Host Area - A specified area unlikely to experience direct weapons effects (blast of 2 psi or more, heat and initial nuclear radiation) from a nuclear attack and designated for reception and care of risk area evacuees.

I

Industries, Essential - Those industries that are necessary to the continuing operation of the national economy or necessary for maintenance of national defense during the crisis relocation period.

Industrial Protection Program - A comprehensive program seeking to preserve the capacity to produce goods and services needed for strategic and economic recovery from a nuclear attack. People, equipment, and facilities protection are essential elements of the program.

J

Jurisdiction, Evacuating - The jurisdiction that is sending its people into areas of less risk during the emergency period. Also known as "Risk Area" or "High Risk Area".

Jurisdiction, Host - The jurisdiction in which evacuees are received, lodged, and cared for during the emergency period. Also known as "Host Area".

M

Medical Self-Help - Training provided to citizens and emergency forces for medical treatment of the injured and sick in the absence of professional medical treatment.

N

National Defense Transportation Agency (NDTA) - An association of transportation industry executives working with DoD military and civil defense organizations to make transportation support readily available in emergencies.

National Fallout Shelter Survey (NFSS) - The analysis of existing large buildings and subsurface enclosures by architects and engineers qualified in fallout shelter analysis to identify protected space suitable for use as public fallout shelters.

National Shelter Survey (NSS) - An effort started in 1961 as a National Fallout Shelter Survey (NFSS) to locate potential public fallout shelter space in the event of an attack. Millions of spaces were identified, marked, licensed, and stocked with essential supplies. In 1973 the program was expanded to include "all effects", i.e., protection against the most likely peacetime hazards that each community would face, at which time NFSS was redesignated to NSS.

Nuclear Civil Protection (NCP) - A planning effort designed to provide protection of the population through one or a combination of options: 1) in-place, at or near their places of residence or work; and 2) orderly relocation of people from areas of potential danger to areas of lower risk.

Nuclear Civil Protection Planner - An employee of the government or of a private contractor who is working to develop NCP plans.

Nuclear Weapons - A general name given to any weapon in which the explosion results from the energy released by reactions involving atomic nuclei, either fission or fusion, or both. Both the atomic and hydrogen bombs are nuclear weapons.

O

Operations Plan - A description of actions to be taken in anticipation of a disaster situation, and the method or scheme for coordinating to meet the needs of that situation. It describes the action to be taken (who, what, where, when, and how) on the basis of assumptions, objectives, and capabilities.

Organizational Planner - Planner within an organization who is assigned overall responsibility of developing an ORP and coordinating it with the government NCP planner.

Organizational Relocation - A concept of movement by organizations (as opposed to individuals) to assigned host area relocation sites where they would perform their own reception, registration, and operational support services. This would maximize the potential of the affected individuals to manage their own affairs thereby alleviating unnecessary host area burden.

R

Risk Area, High - Areas considered relatively more likely to experience direct weapons effects. Criteria for designation of high risk areas may be found in "High Risk Areas", TR-82, April 1975, DCPA.

S

Shelter - An area that provides protection from one or more of the various nuclear attack effects (blast, fire, initial radiation, and fallout) to which communities might be subjected because of size, location, or military value.

Standard Operating Procedures (SOPs) - A set of instructions having the force of a directive. These instructions usually concern those features of operations that lend themselves to a definite or standard procedure.

V

Volunteer Personnel - Individuals who make themselves available for assignment during an emergency. These people may or may not have particular skills needed during an emergency and generally are not part of an organized group.

W

Worker, Key - An individual whose skills or services are required in the operation of vital facilities and maintenance of activities that will provide necessary goods and services to the relocated population and host area residents, or play an important role in the continuance of the nation's production capabilities.

9.0   INDEX

E-F

PART III DOCUMENTATION AND COMMENTS

No written comments were received from the following reviewing units:

      Industrial Association of Machinists (IAM) Lodge 750

      Seattle Professional Engineering Employees Association (SPEEA)

      King County Labor Council

      National Defense Transportation Association (Seattle Chapter)

PRECEDING PAGE bLANK-NOT FILMED

<u>Telephone Notes from Martha Butler, Emergency Management Division, North
Carolina, on Draft Guidelines, Organizational Planning for Crisis Relocation
by Boeing (BE&C Engineers, Inc.)</u>

The Boeing guidelines are an improvement. No. Carolina has had severe
problems working with the HSRI Guidance material(organization and writing).
These are well written and easy to follow.

Boeing's material reflects the fact that they come from a large and more
complex organization than those No. Carolina works with in their organizational
relocation field work. One consequence of that -- and it may be reflected
in other aspects of Boeing's particular situation -- is that they tend to
emphasize working with the State at the exxpense of coordinating with local
emergency management planners/coordinators. In particular, the reference
to "negotiating" with the host area **local** authorities directly reflects this
tendency and ought to be reconsidered. First, don't coordinate with host
area without coordinating with risk area <u>local</u> authorities on the relocation plan.
Second, "negotiate" may be the wrong word. "Coordinate" would be better.

The assumption should be (and perhaps should be included in the Assumptions
section early in the draft report) that there is a local CR Plan available.
Treat this more explicitly. If there is a local CRP planner, work with him;
if not, work with the State CRP planner. A major urban area would probably
involve working with both State and local CRP planners, and that is fine, but
don't omit the locals. Even if the State does the CRP Plan for the local
community, there is probably a local emergency management planner/coordinator,
and even large organizations have to include them in the coordination from
the start.

"Planning teams" are, as the draft notes, needed for only the larger organi-
zations like Boeing. In some smaller organizations it might be just one
individual, but in this case there are probably other key people -- if only
one or two -- that should be explicitly noted, such as the plant engineer,
if he is not the relocation planner designated.

The HSRI guidance goes through four stages, with little specific content
on planning activities, until it reaches the crisis-expectant phase. Boeing
has improved that by giving more planning information for earlier phases, but
the sequencing and timing are a little unclear in places. For example, there
could be better guidance on when to collect initial data, and when it should
be updated. In working with their relatively smaller organizations, North
Carolina is asking for summary information as contingency information, and is
not having them do a detailed survey, sample or complete. That will work
better when size and operations are stable, but Boeing's situation, and that
of some other large organizations, may be different. When you develop
the detailed plan, you need information on <u>all</u> employees, but the guidance
doesn't say when to collect that. It should.

Back to an earlier point, there will be many cases in which coordination must
be interstate, when risk and host areas are in different states, and there
should be some attention tO that, which must be coordinated through the risk
area state level, whether by the organizational planner or the local community
planner, and then through (or parallel involvement of)state office to local
authorities in the host area and state.

On p.26, reference to going directly to host area, should be reconsidered, as noted before. Contact local emergency/CRP planner first, and State CRP if appropriate, and with their knowledge and approval, going to host area authorities for information, arrangements, is fine. (There may even be cases where an organization would feel it had to do that, over the objections of host area CRP planners, State and local, because of the importance of what is involved, but that should be identified as an exceptional situation. RBS) In any event, host area contact should always be coordinated with local risk area people, and if there are issues they should know what they are and what the organization feels it needs to work out with host area authorities.

The rather arbitrary criterion of dividing small and large organizations at the 500 employee point could use a little more thought. There may be other factors involved, such as degree of centralization, simplicity or complexity of operations, single or multiple locations of plants and facilities, and the like. Perhaps some key considerations could be added to call attention to factors that would affect the approach to be used, beyond the big vs. small firm.

Page 28 is particularly good. Clear, simple and easy to follow.

If the host area space and arrangements are not sufficient, the guidance on working it out with the host area authorities should include attention to the fact that there are probably other organizations involved as well.

Some of the divisons of responsibility between State and local will vary from one State to another. It may depend on action by the Governor. North Carolina's plan addresses the questions of who has control of various functions, such as law enforcement, traffic movement, etc. North Carolina's plan includes specific information, as part of the plan, designating who has control of each function. The guidance should probably say to refer to the State plan for that information, rather than assuming one pattern or another.

M. Butler had some problems with Boeing's priorities. The sequence of the procedural checklist items in particular. For example, not until #7 do they initiate joint planning. Her suggestion is that that should come earlier. The questions should be raised as to whether these are proposed as things to do, or things to do in this sequence, and the guidance should be more explicit about the time sequence.

On p. 39, at the end of the first paragraph under head 3.5.1, suggest deletion of the words "as usual." There may need to be special instructions, but in any event the words "as usual" don't seem to fit the situation. Perhaps "report to their regular assignments or special assignments as required," or something like that.
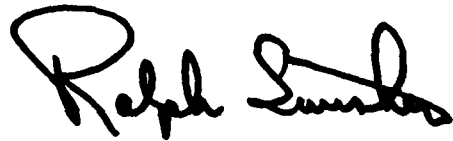
On p. 49, first paragraph under heading 3.6.1.1, last sentence. Normally, the host area provides for shelter management, including facility management. It should be considered exceptional, rather than normal as implied by the word "will," which should be changed to "may."

HSRI's guidance contained too much jargon not likely to be clearly understood by those unfamiliar with the history of this kind of research and development effort. Boeing's is much clearer.

No. Carolina is referring in their State CRP Plan to specific FEMA
guidance documents. It might be useful for the organizational guidance
developed by Boeing to refer to these as well, so that an organization
would realize that these documents are availbale and should be examined.
I didn't get the full references, but will follow up on them if they are
not already familiar to you. As nearly as I can decipher my notes,
they are: OR RS-2-8-32, June 1979; and then my notes say "the inside
/I don't know whether the inside of NC or Boeing or the document just
cited by i.d. number/ refers to 4 final reports. Part V is Boeing's piece.
The second reference is to CPG-2-8-E, January 1976. If memory serves me
correctly the four-part work is HSRI's earlier work on organizational
relocation guidance, and the Boeing project would produce a fifth report.

Martha Butler also called my attention to something she had just seen in the
FEMA Digest, an item on an analysis of a handbook on the economic impact of
organizational relocation. I assume the article is an analysis or critique
or commentary on the handbook, and that the handbook concerns analysis of
the impact of organizational relocation. I'll try to track that down too,
because I'm not sure whether it was meant to call it to Boeing's attention or
related to one of our digressions into other related aspects of the organizational
relocation activities.

These are rather hasty, based on notes I took while talking to Martha Butler
by phone, and I have expanded on them at a couple of points. They are fuzzy
at the end because my recollection of what we were talking about at that point is
fuzzy. I'll mail a copy of these to her so she can straighten me out where
I went astray.

Ralph Swisher

A-1
A-2
A-3
A-4

Let me add the principal points I picked up. You have my markup copy of
the draft. (1) Incorporate attention to local level CR/EM planner/coordinator.
(2) Change the "will" and "must" language where there will be differences
among states and localities with regard to roles, responsibilities, functions,
etc. (3) Initiate coordination with state & local CRP planners earlier than
implied by sequencing. (4) Look for places where you can distinguish between
what might be expected of smaller organizations in contrast to what a large
organization like Boeing would do, by highlighting items that must be accomplished
by any organization, large or small. Ultimately, it would be best for a smaller
firm to do a more comprehensive adjustment for their use, but do what you can
easily do at this point to help. (5) Although the table of contents is relatively

A-5

complete, an index would make the entire document more usable to someone not
already familiar with the structure and logic of the planning guidance that
has been developed.

FEDERAL EMERGENCY MANAGEMENT AGENCY
Region X   Federal Regional Center   Bothell, Washington 98011

AUG 11 1981

MEMORANDUM FOR: ASSOCIATE DIRECTOR, STATE & LOCAL PROGRAMS & SUPPORT
                 Attention: William K. Chipman, Population Protection

FROM: Howard R. Flint, Director   Original Signed By
                 Plans & Preparedness Division   Howard R. Flint

SUBJECT: Review Comments - Boeing Organizational
                 Relocation Guidelines

We believe our NCP Contract Officer did an excellent job in

preparing the attached report. We are submitting it to you for

your information.

Attachment 1
  Memorandum For Record

August 7, 1981

MEMORANDUM FOR RECORD

TO: Dave Peyton, Acting Director, PP

THRU: Cole Sullivan, Branch Chief, PP/SL

SUBJECT: Review Comments - Boeing Organizational Relocation Guidelines

Paul Parham, Organizational Planner for Boeing, working on this contract, asked
that we provide our review comments to the proposed guidelines they developed
and intend to submit to National.

I met with Paul for three hours on August 4, 1981 and we reviewed my comments.
In general, the guidelines developed are considered very good. They are clearly
stated and I feel the tenor of the guidelines are so written that someone not
familiar with the NCP or CRP concepts would readily have a good understanding.
The specifics are also well covered and explained. All in all, I consider it
a fine piece of work.

There were a few major areas of concern that I noted and expressed to Paul.
He indicated he would include these in his review comments section. A few
of these are:

B-1. What motivation is there for large businesses or industry to embark on this
planning? This kind of planning requires a large expenditure of company funds
for staff time, printing, employee time, travel, etc. I seriously question if
company executives would lay out this kind of money for this type of planning
voluntarily unless they had some motivation or incentive; i.e., tax incentive,
government legislation, etc. To further emphasize this issue, my question is,
would Boeing itself have embarked on this project and expense if they did not
receive contract funds? I believe National needs to seriously examine this
area to see how best to persuade and encourage organizations to embark on this
type planning. One idea might be to assign one or more staff in Regions who
would be part of PP Division or State and Local Preparedness to be responsible
solely for Business and Industry Organizational Planning. This method would
provide excellent continuity between Region NCP Planners, Organizational
Planners, and Risk/Host Area Planners and Officials.

Another means to persuade or encourage Business and Industry to see the value
of such planning would be through courses developed at EMI and workshops put
on in the Regions.

B-2. The issue of government financial assistance to State and Local governments
to off-set cost of services supporting this emergency planning implementation
is very vague. This is not only a concern of organizational planning but
community CRP plans as well. It is a question constantly asked by local
officials which cannot be answered. National needs to address this issue or
provide some guidance or policy on this subject.

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B-3. Related to No. 2, is that all services provided relocatees will be "free," and borne by the government. I cannot conceive that this is realistic or will occur. It may be provided at the time of need, but after the crisis is resolved the individuals will, through some mechanism be billed for supplies, etc., provided. Therefore, I feel more guidance or policy needs to be provided. If "deferred" payment will be requested, (it is not necessary to know how this will be done now) then I believe we need to so state this in our briefings to local officials and include this in our plans assumptions.

B-4. The success of this type planning ORP, largely depends on "good, frequent coordination and communications" between the ORP planners, NCP planners, and Risk/Host area officials. Without this, I can foresee conflicts and confusion resulting in several areas. ORP planners should be part of the NCP Planning Committee at the Risk/Host area. This, however, could create problems as the size of the planning group would be to unwieldy and decisions difficult to be agreed upon. An alternative might be to have ORP planners make up their own committee or council and have a representative from this group be on the Risk/Host Area Planning Committee. He or she could bring common problems or concerns to the Committee to address and resolve. The group would then be much more workable.

B-5. If the ORP calls for pick-up points of workers, I suggested these not be at the same locations as risk area pick-up points. I think this could lead to misunderstandings on part of general public at these locations. They might perceive this group is given special treatment and privileges.

B-6. Last, but not least, is the problem of "multiple worker households," wherein another member of the family may receive direction to relocate with his or her organization. I believe National needs to provide some priority guidance based on essential services that are deemed to be required during this period. This would greatly help organizational planners as well as NCP planners better address this issue of essential workers.

I believe Boeing is the exception to the rule because of their size, type of industry, and strong commitment to civil defense. This concept implies an assumption that employees tend to look upon the organization they are employed by in a "parental way" rather than as a place of employment. (The current air traffic controller's strike and other large union strikes tend to support the premise that employees look at their organizations strictly as places of employment and a means of generating income.) I believe this concept would work extremely well in a country such as Japan, where the worker's attitude and loyalties are quite strong towards their employer. The employer is heavily involved in the total well-being of employees; i.e., providing housing, recreation, group vacations, etc. However, in the U.S. I am not convinced that the organizational relocation concept will work. I do, however, strongly support organizational planning. There are some obvious advantages to organizational movement.

1. Commonalty of the relocatees, tending to make this a cohesive working group in a congregate care situation.
2. As a group being assigned to specific facilities, the leadership roles are easy to identify and assign (congregate care managers, first aid personnel, clerical) which relieves the burden of host area resources.

The obvious disadvantages are:

1. Much more detailed planning is required at both the
    organizational planning level and Risk/Host area level.
2. Assignment of specific facilities (lodging and feeding)
    to a specific organization. This is especially difficult
    where host areas do not have a current CRP survey.
3. Detailed planning of this kind requires frequent meetings
    with Risk/Host area officials and in some jurisdictions
    local EM directors aren't full time or that knowledgeable
    on detail planning.
4. In many instances the organization (number and skills)
    could exceed host area resources and skills which could
    tend to create inferior feelings on part of hosting
    officials.
5. Other relocatees in the area would not understand the
    significance of organizational movement and might look
    at it, especially in hosting areas, as "preferred
    treatment." This could cause problems.

In summary, many of the guidelines developed by Boeing can successfully be
used by other organizations to strengthen their internal plans, aid in
providing uninterupted service, and contribute to the survivability of
their work force.

_____
Irv Silver, NCP Project Officer

Copy for:
  ORD
  PIO
  Howard R. Flint, Director, PP
  Cole Sullivan, Branch Chief, PP/SL

PP-DRF
PP-DCF
PP-NCP File

PP/ISilver/ecc/8/6/81

Federal Emergency Management Agency
Washington, D.C. 20472

August 27, 1981

Mr. George R. Pedersen
System Analyst
Boeing Aerospace Co.
P.O. Box 3999
Seattle, Washington 98124

SEP 1 1981

Dear Mr Pedersen:

I am forwarding to you the review comments on your draft guidance
furnished to me by Martha Butler of North Carolina State Division
of Emergency Management.

Sincerely yours,

Ralph Swisher, Program Manager
Studies, Research and Development
Plans and Preparedness

Enclosure

North Carolina Department of
Crime Control
& Public Safety

116 West Jones Street   Raleigh 27611

James B. Hunt, Jr., Governor   Division of Emergency Management
Burley B. Mitchell, Jr., Secretary   **August 24, 1981**   (919) 733-3867

Mr. Ralph B. Swisher, Project Officer
Studies, Research & Development
Plans & Preparedness
Federal Emergency Management Agency
1725 I. Street NW
Washington, DC 20472

Dear Mr. Swisher:

As you requested, we are submitting our comments on the Boeing guidance for
organizational relocation.

In general, this guidance is an improvement over the current FEMA guidance
(RS 2-8-32). Using a simpler format, it is a more practical and useful
document than the Chenault and Davis guidance, with its three parts, con-
fusing appendices, and separate pagination. The elimination of much of the
extraneous background information and of some esoteric jargon further add
to its practicality.

That Boeing assumes an unrealistic, and sometimes insensitive, perception
of the relationship between the industrial organization and local government
is the major shortcoming of this guidance. Numerous activities assumed by
the evacuating organization usurp the authority of host area officials.
Perhaps more emphasis should be placed on the directing role of risk and
host area officials and the supporting role of the organization.

Enclosed is a list of comments on specific portions of the guidance. I
enjoyed our telephone conversation. Don Rose and I look forward to meeting
with you.

Sincerely,

Martha A. Butler

MAB:dg

Enclosure

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PAGE NO.	SECTION	COMMENTS

C-1 — — Throughout this document no distinction is made between government and industry NCP planners. Perhaps, to avoid confusion, each should be so identified.

C-2 7 1.3 A brief discussion on the concept of CRP and how ORP is related should be provided at some point in the introduction.

C-3 12 2.1 Local emergency planning coordinators are confused with state emergency planners. Local coordinators are those directly associated with a local government. The guidance should clearly explain the relationships of state and local efforts in NCP planning; the implications of variations among states and localities should also be recognized.

C-4 13 2.2 Boeing suggests that the industrial organization would prepare its summary contingency plan. Since Congregate Care assignments (often involving more than one local jurisdiction) are made in these plans, this task should be done by state or local NCP planners. · ·

C-5 16 2.3 In the last sentence in paragraph three, <u>direct</u> should be <u>directly</u>.

C-6 17 2.4 Are employee data to be gathered periodically and updated? When does this survey occur?

C-7 26 2.7 The criterion of organization size in determining direct contact with host area government is arbitrary and not necessarily realistic. The purpose of this direct contact, as suggested by Boeing, is to <u>negotiate</u> for congregate care. It is our understanding that congregate care assignments are a function of state and local risk and host area officials and must be consistent with the over all crisis relocation plan.

C-8 28 3.1 A simple, readable format with relatively few sections is an excellent approach.

C-9 30 3.2.2 In the fourth sentence, <u>live</u> should be corrected to <u>living</u> or <u>who</u> <u>live</u>.

C-10 32 3.2.5 Apparently Boeing assumes that peacetime planning will be more detailed than is suggested in the first stage planning by the Chenault guidance. The expansion of peacetime planning by Boeing would seem to be advantageous.

	PAGE NO.	SECTION	COMMENTS
C-11	34	3.3	In the second paragraph, the first and third sentences are contradictory.
C-12	36	3.4	The fifth sentence in the third paragraph needs a verb.
C-13	39	3.5.1	Is "nearin" a word? Also, it is questionable that essential workers would "report to work as usual," but rather, would be instructed on their emergency schedule.
C-14	46	3.6.1.1	It is unclear who will manage shelters. Most probably an organization may provide assistance in this management.
C-15	48	3.6.1.4	Again, will it be necessary for the organization to "coordinate with local health officials" directly? The host government and shelter managers would probably assume the coordination of this.
C-16		3.6.1.6	Evacuees should make no changes to living quarters in shelters unless authorized by the host area officials.
C-17	49	3.6.1.7 3.6.1.8	Although an organization may provide personnel for fire safety and security personnel, direct contact with the local fire chief or law enforcement agency should not be made unless requested.
C-18	54	3.7.2	Although an organization will most likely participate in host area restoration, this task should be under the direction of host area officials.
C-19	57	Table 1 Step 3	Is it necessary for industry officials to meet with host area elected officials?
C-20	58	Table 1 Step 7	This is out of sequence. Coordination with state and local officials should be an over all consideration.
C-21	60	Table 2	This entire table assumes too much authority for the organization as most of the activities should be directed by host area officials. It should be evident, however, that an organization's resources may be used to carry out these tasks.
C-22	64	Table 2 Step 4.0	Organizations should not be required to negotiate for acquisition or delivery of supplies and services. Organizational needs should be made known to host area officials.
C-23	65	Table 2 Step 5.0	Industries would not negotiate with local utility agencies.

PAGE NO.		SECTION	COMMENTS
C-24	70	4.5	At this point, individual organization relocation plans are not subject to FEMA Regional or State Emergency Management review and approval. A review by local host and risk area officials is desirable.
C-25	82	Checklist Item 6	The President will recommend to the Governor of a state to order an evacuation.
C-26		Item 9	Why are key employees scheduled to return to work when hostilities seem imminent?

JOHN SPELLMAN
Governor

HUGH H. FOWLER
Director

STATE OF WASHINGTON
DEPARTMENT OF EMERGENCY SERVICES
4220 E. Martin Way • Olympia, Washington 98504 • (206) 753-5255

AUG 6 1981

August 3, 1981

Paul J. Parham
Technical Services
B.E.&C Engineers, Inc.
P.O. Box 3707 M/S 9F-05
Seattle, WA 98124

Dear Mr. Parham:

I have reviewed your draft Part V: Organizational Planning for Crisis Relocation from the perspective of coordination of Organizational Relocation Planning (ORP) and overall Crisis Relocation Planning (CRP) and have the following comments:

𝒟-1
1. The "Ground Rules on Responsibility and Liability" and "Planning Assumptions" are the same, in general, as those under which CRP is conducted in this state.

𝒟-2
2. The critical interface between organizational planners and various levels of government is addressed.

𝒟-3
3. Although our review was not specifically directed at organizational relocations planning proceaures, with the exception of items directed toward government interface, the guidelines appear comprehensive, clear, and much simpler to follow than the original Part V guidelines.

As has been this agency's position in the past, we support the Organizational Relocation concept. The existing command and control heirarchy would be invaluable to the host area governments, particularly with respect to congregate care and shelter mangement, and could be used to great advantage to "piggy-back" the general relocated population into this structure.

We appreciate the opportunity to review and comment on this document. If you have any questions, please contact me.

Sincerely,

Joel P. Aggergaard, Coordinator
Program Planning Division

JPA:bf

122

King County, State of Washington
Ron Dunlap, *County Executive*

Department of Public Safety
Bernard G. Winckoski, *Sheriff-Director*

King County Court House
516 Third Avenue
Seattle, Washington 98104

August 3, 1981

Paul J. Parham
B. E. & C. Engineers, Inc.
P. O. Box 3707 - M/S 9F-05
Seattle, Washington   98124

The Office of Emergency Services has reviewed your draft of Part
V: Organizational Planning for Crisis Relocation.

E-1

The draft is complete in its coverage of the various processes of
implementation and we find the draft acceptable without reservation.

BERNARD G. WINCKOSKI, SHERIFF-DIRECTOR

LT. WILLIAM M. STOCKHAM, MANAGER
OFFICE OF EMERGENCY SERVICES

BGW:WMS:HFN

CHELAN-DOUGLAS COUNTY

DEPARTMENT OF EMERGENCY SERVICES

COURTHOUSE
WENATCHEE, WASHINGTON 98801
(509) 663-7157

July 21, 1981

B.E. & C. Engineers, Inc.
P.O. Box 3707   M/S 9F-05
Seattle, WA 98124

Dear Paul,

F-1   In the process of reviewing the O.R.P. guidelines, I had a hard time assuming the validity and viability of C.R.P. in general, which made things a little difficult. In general, the one aspect that I feel needs to be addressed is a closer working relationship between risk area officials, company planners and the host area officials.

Some other comments we felt should be noted include:

F-2   - If facilities in host areas are "reserved" for specific O.R.P. organizations, how is this established?

F-3   - In the employee questionnare, a question to consider might be if employee will stay with friends, relatives, etc., in host area.

F-4   - There might be a possible conflict in having O.R.P. personnel disregard any instructions to public over news media.

F-5   - How are specific O.R.P. instructions disseminated to employees - (especially if crisis develops over vacation, holiday or long weekends.)

Overall, we feel the guide provides a good general start to establish O.R.P. plans. however, before any O.R.P. plans can be totally effective, a tremendous amount of C.R.P. planning in host areas needs to be accomplished. I hope we have been of some assistance in your efforts.

Sincerely,

Scott A. Lowers
Director

American Society
for Industrial Security

25th year

August 5, 1981

Mr. George Pedersen
BE & C Engineers, Inc.
Post Office Box 3707   M/S 98-05
Seattle, Washington 98124

Ronald L. Janick, CPP
Manager Security/Safety
William H. Rorer, Inc.
500 Virginia Drive
Fort Washington, Pa. 19034

Dear George:

Our committee has reviewed the FEMA guide lines for CRISIS RELOCATION
OF INDUSTRY and find it a well prepared document.

G-1   The only comment we would like to add is that the document may want to
refer to nuclear accidents as well as attacks. Most of us living
through Three Mile Island know the importance of a nuclear accident.
We also see a great use of this manual by industries with only small
changes to reflect the specific type of industry that may be using
this guide.

The Disaster Management Committee is willing to assist at any time in
reviewing documents for disaster management from FEMA or any other
industry.

I hope our review and minor suggestion is helpful to you. If you
need any more information please contact me.

Very truly yours,

R ow

Ronald L. Janick, CPP
Chairman/Disaster Management Committee

RLJ:dhm

Responses to Review Comments from FEMA Headquarters:

A-1: The suggestion was incorporated into the Guidelines

A-2: Changes were made in the wording

A-3: Coordination sequence was changed

A-4: While beyond the scope of the present contact, the Contractor feels that this would be a worthwhile activity for further refinement of the guidelines, particularily if ORP was coupled with an enhanced CRP program

A-5: An index was added

FEMA Region X

B-1: This comment addresses a policy issue which is beyond the scope of the guidelines

B-2: This comment addresses a policy issue which is beyond the scope of the guidelines

B-3: This comment addresses a policy issue which is beyond the scope of the guidelines

B-4: Coordination roles were strengthened

B-5: Suggestion was incorporated into transportation planning section

B-6: This comment addresses a policy issue which is beyond the scope of the guidelines

State of North Carolina

C-1: Within industry the organizational planner will have more duties than just NCP planning (he or she will not be just an organizational NCP planner), therefore there is no need to distinguish between the government NCP planner and the organizational planner

C-2: A brief section on CRP was added to the introduction

C-3: It is important to bear in mind that the guidelines are structured for those basically within the private sector of the economy. As such, a detailed discussion of the various levels of government is inappropriate to the overall development of emergency planning between the public and private sector. The coordination role between the organization and local officials has been strengthened

C-4: Clarification made

C-5: Correction made

C-6: Updates may be made periodically depending on the plan update schedule adopted in Section 5.3

C-7: Change in wording and emphasis was made

C-8: No response necessary

C-9:   Correction made

C-10: No response necessary

C-11: Contradiction corrected

C-12: Correction made

C-13: Correction made

C-14: Observation noted

C-15: Comment raised a CRP coordination question which is beyond scope
       of guidelines

C-16: No changes were anticipated with host area coordination

C-17: Discussion with risk and host area officials indicates that this action
       is necessary. No changes will be made

C-18: The original intent of the guidelines was to clearly state that host
       area officials were in charge of restoration

C-19: According to host area officials, this action is highly desirable
       depending on the scale of the organization and its potential impact on
       the host area

C-20: Step 7 was made Step 1

C-21: The Tables are constructed to show action and not authority

C-22: Terminology was changed

C-23: Terminology was changed

C-24: Routing stands as presented

C-25: Comment addresses a policy issue beyond scope of guidelines

C-26: Yes, if proper blast sheltering is available

State of Washington Department of Emergency Services

D-1: No comment necessary

D-2: No response necessary

D-3: No response necessary

King County Department of Public Safety

Office of Emergency Services

E-1: No response necessary

Chelan-Douglas County

Department of Emergency Services

F-1: Coordination roles were strengthened

F-2: If facilities in the host area were reserved, they would be reserved by host area officials after a coordination meeting with the organization planner

F-3: Since the employees questionnaire is used as an example only, no changes were made in the format. Organizations were reminded in the text that they could make changes in the survey format

F-4: This comment addresses a policy issue which is beyond the scope of the guidelines

F-5: CRP guidelines assumes that there would be sufficient crisis build-up to allow for an orderly planning process

American Society for Industrial Security

G-1: Suggestion was incorporated into the guidelines and reference was made to nuclear accidents

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Scientific Services, Inc. 517 Easy Bayshore Avenue Redwood, CA 94067	1

REFINE PILOT INDUSTRY ORGANIZATIONAL RELOCATION PLAN GUIDANCE, by M. C. Christopherson, Paul J. Parham, and George R. Pedersen. UNCLASSIFIED, BE&C Engineers, Inc., Technical Services, P.O. Box 3707, Seattle, Washington 98124. December 1981, 138 pages, (Contract EMW-C-0433, Work Unit 4511-D).

Abstract

Organizational relocation is an important part of the crisis relocation concept for civil defense. It involves evacuating from a threatened risk area the employees of the larger companies and institutions. Employees, together with their dependents, would move in controlled groups, be sheltered in pre-arranged host areas, and retain that particular organization's identity, chain of command, and--to the extent possible--its purpose.

Federal guidelines for preparing an Organizational Relocation Plan have been revised after prototype testing by a major industrial firm. Now covered are several added subjects that relate closely to OR, including host area operations, restoration, and return of the evacuees to their homes. Various government agencies, businesses, and labor unions have helped produce the new guidance.